

# ANNUAL REPORT OF THE PUBLIC PRINTER

FOR

THE FISCAL YEAR  
ENDED JUNE 30, 1923



GOVERNMENT PRINTING OFFICE  
WASHINGTON

1924

## GOVERNMENT PRINTING OFFICE.

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*Public Printer.*—GEORGE H. CARTER, Iowa.

*Deputy Public Printer.*—John Greene, Massachusetts.

*Production Manager.*—Capt. Ellwood S. Moorhead, Pennsylvania.

*Chief Clerk.*—Henry H. Wright, New York.

*Secretary to Public Printer.*—Miss Mary A. Tate, Tennessee.

*Superintendent of Accounts and Budget Officer.*—James K. Wallace, Ohio.

*Assistant Superintendent of Accounts.*—Frank E. Buckland, Indiana.

*Purchasing Agent.*—Ernest E. Emerson, Maryland.

*Assistant Purchasing Agent.*—Thomas F. Harris, Iowa.

*Superintendent of Documents.*—Alton P. Tisdell, Ohio.

*Asst. Supt. of Documents.*—Miss Josephine G. Adams, District of Columbia.

*Superintendent of Planning.*—William A. Mitchell, North Carolina.

*Assistant Superintendent of Planning.*—Robert W. Summers, New York.

*Storekeeper and Traffic Manager.*—William H. Kervin, New York.

*Assistant Storekeeper.*—George Lamb, Pennsylvania.

*Medical and Sanitary Officer.*—Dr. Daniel P. Bush, Nebraska.

*Assistant Medical and Sanitary Officer.*—Dr. John F. Atkinson, Indiana.

*Chief of Tests.*—Edward O. Reed, District of Columbia.

*Disbursing Clerk.*—Edward J. Wilver, Pennsylvania.

*Congressional Record Clerk.*—William A. Smith, District of Columbia.

*Foreman of Printing.*—Henry W. Weber, Indiana.

*Foreman Linotype Section.*—John R. Berg, Nebraska.

*Foreman Monotype Section.*—John L. Getman, New York.

*Foreman Proof Section.*—Charles E. Young, Nebraska.

*Foreman Job Section.*—Allan C. Clough, New Hampshire.

*Foreman Hand Section.*—Hugh Reid, Wisconsin.

*Foreman Library Printing Branch.*—Sheridan C. Koons, Ohio.

*Foreman of Presswork.*—Bert E. Bair, Michigan.

*Assistant Foreman of Presswork.*—Albert G. Smith, New Hampshire.

*Foreman Job Press.*—James E. Veatch, New York.

*Foreman Main Press.*—Dennis J. O'Leary, Massachusetts.

*Foreman Postal Card Section.*—Joseph A. Fenton, Michigan.

*Foreman Money Order Section.*—John A. Massey, jr., Georgia.

*Foreman of Binding.*—Martin R. Speelman, Missouri.

*Foreman Forwarding and Finishing Section.*—John A. Patterson, New York.

*Foreman Pamphlet Binding Section.*—James F. Fitzpatrick, New York.

*Foreman Ruling and Sewing Section.*—Charles Meier, Pennsylvania.

*Foreman Library Binding Branch.*—Charles F. Weston, Massachusetts.

*Foreman of Platemaking.*—Edward G. Whall, Massachusetts.

*Foreman Finishing Section.*—Edward A. Kerr, Massachusetts.

*Foreman Molding Section.*—James H. Babcock, jr., Rhode Island.

*Foreman Photo-engraving Section.*—George Raff, New Jersey.

*Night Foreman of Printing.*—Marion E. Bullock, Kansas.

*Assistant Night Foreman of Printing.*—Edward A. Huse, Massachusetts.

*Foreman Monotype Section, night.*—James H. Heslet, Kansas.

*Foreman Linotype Section, night.*—Edward M. Nevils, Tennessee.

*Foreman Proof Section, night.*—William H. Cornish, New Jersey.

*Assistant Foreman Job Section, night.*—Raymond H. Lecraw, Rhode Island.

*Assistant Foreman Hand Section, night.*—Edward Coleman, Illinois.

*Assistant Foreman Presswork, night.*—John D. Meyers, Ohio.

*Assistant Foreman Pamphlet Binding, night.*—Arthur C. Romhilt, Indiana.

*Assistant Foreman Molding and Finishing, night.*—H. C. Groth, Pennsylvania.

*Superintendent of Buildings.*—Alfred E. Hanson, Massachusetts.

*Chief Carpenter.*—Abram B. Batton, Maryland.

*Chief Machinist.*—Michael J. McInerney, New York.

*Chief Electrician.*—Capt. Edward H. Brian, District of Columbia.

*Chief Engineer.*—Edgar G. Ewing, Pennsylvania.

*Foreman Sanitary Section.*—Joseph L. May, Virginia.

*Instructor of Apprentices.*—Alfred D. Calvert, Pennsylvania.

*Captain of Guards.*—Charles H. Warner, District of Columbia.

*Chief of Delivery.*—Walter G. Copp, District of Columbia.

# THE INLAND PRINTER

*The Leading Business and Technical Journal of the World  
in the Printing and Allied Industries*

HARRY HILLMAN, EDITOR

Volume 72

JANUARY, 1924

Number 4

## EDITORIAL

IT WAS the editor's great privilege to pay a visit to the "biggest printing plant in the world," the Government Printing Office at Washington, during the past month. We have always had a great respect for that tremendous institution maintained by our good Uncle Sam for taking care of the requirements for printed matter, enormous and varied as they are, for carrying on the work of our Government. As we walked out of the building and made our way back to the hotel, in the meanwhile thinking over what we had seen in the hours spent in going from section to section and watching the work in progress, our feeling of respect grew far deeper and more profound. To see the orderly manner in which the work is carried on, the systematic methods of carrying work through from one department to another, the whole atmosphere charged with efficiency, with none of the disorderly appearance so frequently accompanying heavy demands for rushing work through, we were impressed with and amazed at the high degree of skill required to guide the destinies of that great plant. Then as we sat for a short time in the office of the man who holds the reins, and conversed, between telephone calls, with Public Printer George H. Carter, we gained a little insight into the character of the man who is filling a big job and filling it well. Calm and undisturbed as call after call came in over the telephone to rush some job through, or to find out how soon some piece of work would be ready for delivery, passing out instructions with every detail seemingly at his finger tips, and in between talking modestly but with genuine pride of the work being done and of plans for the future, of what he is endeavoring to accomplish through regular conferences with heads of departments, we were impressed with the wisdom and foresight with which was made the selection of the man who is carrying the responsibilities of conducting that great institution. We left with a sincere regret that an important conference called us elsewhere and cut altogether too short a visit we should like to have prolonged.





# ANNUAL REPORT OF THE PUBLIC PRINTER.

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OFFICE OF THE PUBLIC PRINTER,  
*December 31, 1923.*

*To the Congress of the United States:*

The report of the Public Printer to Congress for the fiscal year ended June 30, 1923, is submitted herewith in compliance with law.

It is gratifying to be able to state that the constant effort to reduce expenditures for printing and binding in the last three years, 1921-1923, has resulted in a decrease of \$4,359,775 in the cost of work done by the Government Printing Office as compared with the preceding three years. 1918-1920. The cost of printing and binding for the three years 1918-1920 amounted to \$37,569,762.99, and for the three years 1921-1923 it was \$33,209,987.90, including \$440,000 expended for wages and material on work uncompleted at the close of 1923. This notable reduction was made notwithstanding a marked increase in the normal business of the Government as shown by the constantly growing activities of the Postal Service and the Departments of Agriculture, Labor, and Commerce, all of which required vast quantities of printed matter to meet the increasing demand of the public for their services.

As evidence that the Government Printing Office is doing its full share toward reducing the expense of Government, the records of the Treasury Department show that for the last three years the Public Printer has left unexpended balances in the Treasury to the amount of \$4,532,187.69 out of a total of \$39,145,233.63 available for his expenditure in the fiscal years 1921-1923. For the last three years of the preceding administration (1918-1920) the Government Printing Office reported an unexpended balance of \$2,816,362.24 out of a total of \$43,423,641.85 available funds.

## COMPARISON WITH WAR-TIME EXPENDITURES.

Savings in appropriations for the last three years were \$1,715,825 more than the total unexpended balances for the preceding three years. As a matter of fact the unexpended balances for 1918-1920 were due largely to the cessation of war expenditures after the armistice in 1918. The end of hostilities caused the cancellation of immense orders for printing, thus leaving untouched vast sums that Congress had appropriated for war printing. For instance, the War Department left untouched after the war ended more than \$500,000 of its printing allotment.

The amount reverting to the Treasury from the appropriation for war-time printing and binding in 1918 was \$2,185,869, while the unexpended balance for the preceding year of the war amounted to but \$323,000 and for the first fiscal year following the war period,

1920, only \$91,050. Therefore, leaving out of consideration the year 1918, when the armistice brought an end to war expenditures five months after the immense appropriations had become available, the unexpended balances of printing appropriations prior to 1921 were small in comparison with the sums saved by this office in the last three years.

The unexpended balances for the years 1918-1920 included \$176,326.01, which sum was credited to the Government Printing Office from the sale of blanks by several departments. Similar credit of \$146,395.88 was made for the years 1921-1922. Beginning with the fiscal year 1923, no receipts from such sources have been turned over to the Government Printing Office, as printing appropriations are now made direct to the departments and the income from the sale of blanks goes to the credit of the appropriation for the respective departments instead of to the Government Printing Office. Accordingly, the Government Printing Office will hereafter lose a Treasury credit of \$50,000 to \$70,000 annually that had helped to swell the unexpended balances of former years. These credits, however, were of no real benefit to the Government Printing Office, inasmuch as they were not entered on the Treasury books until after the close of the fiscal year, when the unexpended balances of appropriations were no longer available.

#### TREASURY CREDIT OF \$5,447,372 IN 3 YEARS.

Besides the saving of \$4,532,187.69 by not expending all available appropriations for the last three years, the Government Printing Office turned into the Treasury during the same period the additional sum of \$915,184.82 as miscellaneous receipts from the sales of waste paper, useless equipment and material, and surplus Government publications. This sum was not available for expenditure by the Public Printer, but it did go to the general credit of the Government along with the balances of appropriations which were left unexpended by this office. Therefore, it seems fair to state that the Public Treasury has been benefited to the extent of at least \$5,447,372.51 from Government Printing Office funds in the last three years.

It is interesting to compare some of the ways in which public funds have been spent. For fear Congress might consider the unexpended balances as evidence that appropriations ought to be reduced for the next year, the common practice had been near the end of a fiscal year to ascertain the balances remaining to the credit of appropriations and then proceed to obligate as much as possible of the available funds. The Government Printing Office was no exception to this spendthrift way of handling the people's money. This is seen in the rush of expenditures during the last two months of a fiscal year at which time the unused appropriations had to be obligated or returned to the General Treasury at the end of the year.

During the last two months of the three fiscal years 1918-1920, the Government Printing Office issued purchase orders totaling \$5,434,587.78, while for similar periods of the three fiscal years 1921-1923, the purchases amounted to \$2,288,678.70, a reduction of \$3,145,909.08, or considerably more than half, in purchases made at the close of the last three fiscal years. By adopting the usual practice in commercial expenditures, the Government Printing



Office has been able to fulfill all its pledges to the Bureau of the Budget, both this year and last, at a saving in appropriations of \$2,199,300.13. At the same time the office has continued to function with ever-increasing efficiency.

Operating expenses for the fiscal year 1923 decreased \$642,696.10, the total cost of operations, including salaries, wages, paper, and material, amounting to \$9,340,829.02, which was 6 per cent less than for 1922. The decreased operating cost for 1923 was accompanied by a reduction of \$91,615 in the overhead expenses.

This large reduction in operating cost was effected without any let-up in the volume of work. In fact, the total production for 1923 shows an increase over 1922. Printing and binding in 1923 amounted to \$10,174,188.62, which includes approximately \$440,000 expended for labor and material on jobs not completed at the close of the fiscal year, and consequently not billed at that time.

#### FORCE IS 1,428 UNDER WAR-TIME PEAK.

The increased output and decreased operating cost was accomplished with 232 fewer employees at the close of the fiscal year 1923 than were on the rolls at the beginning of the year. The total number of employees on the rolls June 30, 1923, was 3,879. This was a smaller number than at any time since the year 1915 and was 1,428 fewer than the war-time peak in 1918. The total decrease in number of employees since the present Public Printer took office on April 5, 1921, is 580. Yet at no time in its history has the Government Printing Office ever produced more or better work than in the last three years.

Success marked the first year of having printing appropriations made direct to the various departments and establishments and of providing the Government Printing Office with simply a working capital against which the cost of printing for Congress only may be charged to the full amount of the capital fund. This plan, as proposed by the Public Printer, was a radical departure from the old system of making the entire appropriation direct to the Government Printing Office and then allotting portions of this fund to the various departments and establishments, nearly all of which likewise had other appropriations available for the same purpose. The departments thus had two means of paying for work done by this office—either out of their allotment from the general printing appropriation or by repayments from other available appropriations.

Under the new plan all work done by this office, except for Congress, is now on a repay basis and handled in the same manner as though the Government Printing Office were a private contractor. This is decidedly a more businesslike, more satisfactory, and simpler method of operation. With the appropriations made direct to the departments they undoubtedly scrutinize more closely disbursements for printing and of their own accord effect proper economies for the execution of their orders.

#### GOOD RECORD FOR COLLECTION OF ACCOUNTS.

Billings to the departments and establishments of the Government, except Congress, for printing and binding done during the fiscal year 1923, amounted to \$7,939,885.84. All of this sum was collected by

the Government Printing Office and deposited in the Treasury to the credit of the working capital, with the exception of two small items, a charge of \$2,592.20 against the Post Office Department and one of \$885.29 against the Treasury Department, the appropriations for which had become exhausted without the knowledge of this office. Outstanding accounts against Members of Congress on private orders for printing of speeches amounted to \$2,326.06.

The Government Printing Office did not require or receive any deficiency appropriation in 1923 for the first time in many years, due chiefly to the fact that all special appropriations, including those for holidays and leaves of absence, were consolidated with the working capital as recommended in the 1922 report of the Public Printer.

In appropriating for the fiscal year 1924 Congress also made effective in several instances the recommendation of the Public Printer that each department be provided with only one fund for printing and binding. By so doing printing accounts have been greatly simplified and better supervision maintained over expenditures.

At the request of the House Committee on Appropriations the Public Printer is keeping a definite account of each appropriation made specifically for printing and binding during the fiscal year 1924 so as to prevent a deficiency. However, in the case of appropriations which may incidentally be used for printing and binding expenditures, the Public Printer has no means of checking up on the amount likely to be expended with the Government Printing Office. Except in perhaps a few instances, each department and establishment should have only one appropriation available for printing and binding; then both the department and this office could proceed with more definite information as to the amount of printing that may be ordered during the year.

#### DISBURSING CLERK SUBJECT TO TREASURY RULES.

Another improvement in the fiscal affairs of the Government Printing Office, brought about with the approval of Congress, was the relief of the Public Printer from the duties of disbursing officer through the designation of a disbursing clerk for the Government Printing Office, subject to regulations of the Treasury Department. This change was recommended in the 1922 report of the Public Printer, approved by the Appropriations Committees, and promptly adopted by Congress. The Government Printing Office is now in the same situation as to disbursements as other establishments of the Government. The change has been helpful in facilitating disbursements, especially the large pay rolls which under the old bond limitation frequently required several trips to the Treasury for sufficient money to meet the requirements of a single pay day. Now enough funds can be had at one time for an entire pay roll, and, at the same time, the interests of the Government have been better safeguarded by putting the disbursements under closer supervision by the Treasury Department.

With these changes the financial affairs of the Government Printing Office are thoroughly up to date and are conducted by as efficient a Division of Accounts as may be found in any industrial establishment. During the fiscal year 1923 the Division of Accounts com-



puted and collected 64,670 bills for printing and binding to the amount of \$9,734,188, including charges against Congress. Each department and establishment was given a regular billing day once a week, covering on one invoice all charges for the week.

PAY ROLLS TOTALED \$6,919,000 FOR YEAR.

The Division of Accounts also handled 115,000 pay-roll accounts for the year, involving more than a million separate computations in making up pay rolls that totaled \$6,919,000. The pay rolls for nearly 4,000 employees are made up on new bookkeeping machines which are used also for invoicing, thereby reducing the number of employees required for that work.

A combined invoice and voucher for printing and binding charges was designed by this office, reducing by 50 per cent the time formerly required between billing and payment. This insures a better feeling among Government establishments that deal with the Government Printing Office. This saving of time is also an important item in writing 7,000 vouchers for departmental expenditures of \$7,940,000 in one year.

The year shows a reduction of five employees on the work of the Division of Accounts and a decrease of \$5,646 in its pay roll. The big room occupied by the division has been rearranged so that it is one of the most orderly and businesslike places in the entire works.

There was a continuance during the year of the determined effort to make the Government Printing Office as efficient and as productive as any industrial plant in the United States. With this object in view, the buildings, machinery, and equipment have been improved, rearranged, repaired, and brought up to modern production standards. On completion of the additional work planned for 1924 it is believed the Government Printing Office will meet every requirement of a modern business establishment. Production methods have been simplified and improved wherever possible. Unnecessary wastes are being steadily eliminated. The efficiency of the individual employee has been increased through a betterment of the morale in keeping with an improvement of surrounding conditions. A fine spirit prevails throughout the rank and file of employees who take pride in their product and in the place where they work. All in all, the year has given much encouragement to the ambition that the Government Printing Office shall not only be known as the largest printing office in the world but shall be accorded even greater fame as the most efficient plant of its kind.

COMMENDATION BY THE UNITED TYPOTHETÆ.

It is especially gratifying, therefore, to have the privilege of including in this report the following resolutions, unanimously adopted by the United Typothetæ of America at its annual meeting in Washington on October 22-26, 1923, as expressive of the high esteem in which the Government Printing Office is now held by that great organization of the foremost employing printers of the United States and Canada:

Whereas the Public Printer, Hon. George H. Carter, has in so many ways evidenced a sympathetic and intelligent understanding of the problems confronting the Master Printer; and

Whereas through the solution of the problems in the Government Printing Office our problems are rendered less difficult; and

Whereas his program for the selection and development of apprentices is progressing in such a favorable manner as to provide an excellent example for us to follow; and

Whereas the Government Printing Office is a striking illustration of what can be accomplished with less government put into business and more business put into government; and

Whereas Hon. George H. Carter, assisted by his staff and associates, has done so much to make this convention an enjoyable and memorable one for all in attendance: Therefore be it

*Resolved in convention assembled,* That the sincere thanks of this convention be, and are hereby, extended to Public Printer George H. Carter.

A special endeavor was made throughout the year to reduce operating expenses in every way possible and still maintain a high standard of production by the proper functioning of an efficient force. Some of the means by which the office succeeded in reducing its operating expenses to \$642,000 less than the expenditures for the preceding year are here noted. No economy was too small to adopt if it seemed practical and did not interfere with the efficiency of the service.

#### PREVENTION OF NUMEROUS SHOP WASTES.

A committee on the prevention of shop wastes was appointed early in the year. The first report of this committee, which is continuing to locate and prevent unnecessary wastes, showed a saving of \$19,560, in the elimination of numerous minor wastes, ranging from the salvage of monotype strip material to the better utilization of discarded paper, twine, and lumber. The saving in twine alone amounts to fully \$1,000 a year. Making electrotype backing fluid from discarded zinc plates adds \$200 to the annual saving. Discontinuing the wasteful practice of using a complete signature (8 or 16 printed pages) to label each bundle stored in the bindery warehouse cuts down that expense by \$600 a year.

A careful checking up on the handling of paper and printed waste in the pressroom reduced this loss from 3 per cent to less than 2 per cent, and three-fourths of even this small waste is salvaged later by the waste-paper room, which cuts and restores to prime stock fully \$20,000 worth of paper annually. The washing of waste rags and their reuse for cleaning presses and machinery saves \$1,169 a year. By the installation of liquid soap in wash rooms throughout the office the annual soap bill was reduced by \$1,079. Formerly 60,000 cakes of soap were required annually to supply the wash rooms, or an average of 15 cakes per employee per year. To make 22,111 wooden boxes for the shipment of postal cards 234,891 feet of old lumber was reclaimed from paper cases, thereby effecting a saving of \$12,244 in the purchase of new lumber.

The spirit of saving extended throughout the entire shop, and everywhere there is a constant effort to prevent needless waste and to better utilize available material.

As a companion to the committee on prevention of wastes, the Government Printing Office has a requisitions review board, which seeks to prevent waste and extravagance in printing and binding. The review board functions under the direction of the Public Printer, who has authority under the law to determine the forms and style



and material for the public printing and binding. The board was also organized with the approval of the President and the Bureau of the Budget, and likewise has the cooperation of the Joint Committee on Printing, so that its suggested economies are quite generally observed.

#### SAVINGS BY REQUISITIONS REVIEW BOARD.

Economies proposed by the review board saved \$28,714.68 in the cost of printing for various Government departments and establishments for the year. Included in this saving was \$4,906 due to reducing the number of impressions in presswork through combining forms. The use of cheaper but equally as serviceable stock added \$10,534.58 to the economies recommended by the board.

With the approval of the Joint Committee on Printing, more than \$8,000 a year is being saved in the printing of congressional acts as enrolled for the approval of the President. From time immemorial it had been the custom to reset in 14-point type, quarto, every act passed by Congress before it was submitted to the President for his consideration. No other use was made of this special print of each act of Congress, as the original bill was set in 14-point and the law print in 10-point type. At the suggestion of this office, the President's copy is now set in 10-point and the same type is also used for the slip laws (separate prints), session laws, and the Statutes at Large.

Numerous other economies in printing and binding have been made possible through the helpful cooperation of the Permanent Conference on Printing which, with the approval of the President and the Bureau of the Budget, acts for all the executive branches of the Government. An example of the assistance rendered by the conference in reducing the cost of printing may be seen in the rapidly decreasing expense of authors' alterations in printed proofs. The practice of many authors to alter or rewrite their articles after the original manuscript has been put into printed form cost the Government \$240,058.30 in 1920. With the printing conference actively asserting itself against such gross indifference as to the cost of printing, the charge for authors' alterations was reduced to \$164,567.19 in 1923, a decrease of \$75,491.11 from the 1920 cost. The 1923 cost of authors' alterations was \$26,606.35 less than for 1922.

#### COST OF ANNUAL REPORTS GREATLY REDUCED.

Another economy in which members of the printing conference have assisted materially is the greatly reduced size of annual reports. In 1921 Congress authorized department and bureau heads to discontinue or curtail the printing of their annual reports. The cost of printing the annual reports for 1920 was \$360,436.65, while the reports as printed for 1922 cost only \$207,721.26, a saving of \$152,715.39. The reports for 1921 cost \$198,326.52. Taking the 1920 cost as an average before Congress authorized the reduction or discontinuance of annual reports, the total saving for the last two years has been \$314,825.52. The number of copies printed in 1920 was 481,708, as compared with 354,784 copies in 1921 and 370,904 in 1922. The 1920 reports contained 58,940 printed pages, as compared with 30,744 in 1921 and 27,048 in 1922.



In accordance with this economy, the Public Printer's reports for the last three years have been reduced from a volume of 700 or 800 pages of useless statistics printed annually heretofore to mere pamphlets. The Public Printer's reports for the three fiscal years, 1921-1923, cost \$1,155.42 as compared with an expenditure of \$17,404.06 for the printing of the reports for the three preceding years, 1918-1920.

Besides the foregoing economies, much progress has been made in the standardization of printed forms and the simplification of publication sizes. The standardization of forms is being handled by the General Accounting Office and by various boards of the Bureau of the Budget, in cooperation with the Permanent Conference on Printing. Already a number of standard forms have been printed and stocked by the Government Printing Office as a central distributing agency for all branches of the service. It is hoped that this good beginning will result in a large economy in the printing and distribution of blank forms.

#### SIMPLIFICATION OF PUBLICATION SIZES.

As to the simplification of sizes, nearly all Government publications have been brought within eight standard sizes, whereas more than fifty-odd sizes prevailed only a few years ago. Three-fourths of the 100,000,000 Government books and pamphlets issued annually are printed in either octavo or quarto size. During the year nine important periodicals, such as the Weekly Commerce Reports, Reclamation Record, and Census bulletins, whose sizes formerly varied from one-fourth to three-fourths of an inch, have been standardized to the size of the Congressional Record. All of these publications can now be cut from 24 by 38 inch or double sheet. This has made possible a gratifying pressroom and bindery economy through uniform handling of the work.

By cooperation with the various Government boards under the direction of the Bureau of the Budget, the size of letterheads and various forms, such as proposals, contracts, leases, etc., has been fixed at 8 by 10½ inches. This one size is saving the Government at least \$50,000 a year. With the approval of the Joint Committee on Printing, the sizes of the millions of envelopes furnished Members of Congress for mailing printed matter have been reduced from more than a dozen to only four.

#### REDUCTION OF \$614,013 IN ANNUAL PAY ROLL.

The greatest economy in the operation of the Government Printing Office has been due to a reduction of the force of employees, which was considerably larger than the work justified. As has been stated heretofore in this report, the plant is now being operated with 1,428 fewer employees than were on the rolls during the war peak in 1918, including a reduction of 232 during the last year. The pay roll for 1923 amounted to \$6,918,825.17 as compared with \$7,532,838.64 for 1922, a decrease of \$614,013.47, notwithstanding the fact that during the year the wages of about 850 employees were increased approximately \$144,000.

Of the total payment to employees in 1923, the sum of \$814,852.45 was required for holidays and the 30-day annual leave granted them

by law, and \$926,951.81 for the \$240 bonus voted annually by Congress. This was a reduction of \$82,638.05 in the holiday and leave expenditure and \$87,817.85 in the bonus, both of these decreases being due to the smaller force.

#### FREE DISTRIBUTION OF PUBLICATIONS.

Notwithstanding all these worth-while savings, there is yet another inviting field for even greater economies in the public printing. That opportunity exists in the present wasteful method of distributing many millions of Government publications. Every Member of Congress has a fixed quota of numerous documents allotted to him annually for free distribution. In addition, nearly every department prints thousands of copies of its own publications for free distribution. The result is a gross waste in useless and duplicated distribution. At the same time the less fortunate persons who are not the recipients of congressional or departmental favor have to purchase from the Superintendent of Documents copies of publications in which they are really interested.

The reprint cost of publications (not including the Congressional Record) allotted to Members of Congress for free distribution amounts to approximately \$950,000 annually, according to a report, based upon an average for 11 years which the Joint Committee on Printing submitted to Congress several years ago. The committee also ascertained that the publications allotted to Senators for free distribution during that period had an annual reprint value of \$2,200 and those allotted to Representatives were valued at \$1,800.

It is interesting to note that during the period covered by the joint committee's report, the House folding room had to dispose of an accumulation of more than 1,000,000 obsolete and useless publications which Members had failed to send to their constituents. The Senate folding room likewise had to get rid of nearly 900,000 documents, more than 50 tons of which were sold as waste paper. Thus in eight years at least 2,000,000 publications that had never been taken out of their wrappers in the Congressional folding rooms, nor opened by a single reader since the day they came from the Government presses were disposed of as waste paper to make room for the incoming millions of documents doomed to a similar fate.

#### LOSS AMOUNTS TO \$1,000,000 IN 8 YEARS.

Estimating the cost of these 2,000,000 wasted documents at 50 cents each (a very conservative figure for bound volumes), the actual loss for eight years amounted to at least \$1,000,000. Even this large sum does not begin to cover the undoubtedly greater extravagance resulting from the distribution of many millions of other publications that were franked at Government expense to persons who had no use for or interest in such gifts from their Congressmen.

Even now the folding rooms of the Capitol are filled with thousands of publications that are either obsolete or worthless for public distribution. In the storage vaults of the Capitol may be found annual reports on finance dating as far back as 1876; Agricultural Year-books of the crop of 1879 (although new editions are printed at the



rate of 400,000 copies annually); reports on the Paris Exposition of 1878; 10-year-old Nautical Almanacs; prayers of the Chaplain of the Sixty-second Congress; Army Regulations dating back to 1895; and thousands of obsolete Congressional Directories.

The Sixty-seventh Congress appropriated \$200,000 for reprinting two time-honored publications of the Department of Agriculture telling how to treat diseases of the horse and diseases of cattle and provided that one-third of the 199,000 copies of each publication shall be distributed free by Senators and two-thirds by Members of the House. These extensive and costly publications were ordered by Congress for free public distribution despite the fact that there are now in storage at the Capitol 52,000 copies of the various editions of the horse and cattle books, some of which were printed more than 25 years ago. Undoubtedly nearly all of the 52,000 copies which Members of Congress failed to distribute will be discarded as obsolete when the new edition comes from the press in a few weeks. As a matter of fact, there is substantially little difference in the various editions. At a cost of 50 cents per volume the 52,000 copies of the older editions of the horse and cattle books represent a loss of approximately \$26,000 expended for publications which have never been unwrapped since they were delivered to the Capitol, although many of them are now more than a quarter of a century old. All of the 52,000 unused copies have been held in storage at the Capitol for more than seven years. During the last 10 years the Superintendent of Documents has sold 8,561 copies of these publications to persons who readily paid \$1 a copy for such useful books, while at the same time thousands of copies intended for free distribution have been rotting away in the folding rooms of Congress.

#### DEPARTMENTS BROADCAST MILLIONS OF BOOKS.

But the tremendous waste in the free distribution, or rather lack of distribution, of Government publications is not chargeable wholly to Congress. The Superintendent of Documents had on hand in the Government Printing Office storerooms at the close of the fiscal year 30,783,786 copies of Government publications. Of this number 27,628,432 copies were printed for free distribution on orders issued by various departments and establishments. During the year the Superintendent of Documents distributed on orders of the departments 45,874,068 copies of publications for which the Government received no payment whatever. Included in this number were millions of copies of Farmers' Bulletins, four-fifths of which Members of Congress receive for free distribution. In 1923 there were printed of Farmers' Bulletins more than 16,000,000 copies, which were equally apportioned among all Members of Congress, regardless of whether they represented a tenement district in New York City or came from the open fields of Texas.

Notwithstanding the enormous free distribution of departmental publications, the Superintendent of Documents has had to sell as waste paper 14,062,247 copies of obsolete and useless publications in the last 10 years, because they were not distributed by the departments while timely or did not arouse sufficient public interest to request copies even when obtainable for nothing. There will be added to these 14,000,000 wasted copies undoubtedly half of the



present stock of 30,000,000 publications which are becoming obsolete and of no value either for free distribution or sale to an unappreciative public.

#### 25,000,000 COPIES WASTED IN 10 YEARS.

It seems fair to assume that the total waste in publications printed for free distribution by the departments in the last 10 years will be fully 25,000,000 copies. Figuring the cost of these publications at 20 cents each (many of them being small pamphlets) the total loss to the Government may be placed at \$5,000,000 for the 10 years. This is in addition to the estimated loss of \$1,000,000 in eight years on the free publications which Congress likewise failed to distribute.

Therefore the total loss to the Government on publications printed for free distribution by Congress and the departments may be conservatively estimated at not less than \$600,000 a year. Such loss relates only to publications that have never been put into circulation, but have been kept in the storerooms of the Capitol and the Government Printing Office until it became necessary to dispose of them as waste paper so as to provide space for millions of other publications which likewise are destined for the trash pile.

It is impossible, of course, to estimate the waste of Government publications sent out by the million every year either as "campaign literature" or personal propaganda at the expense of the Public Treasury. Undoubtedly the great bulk of the distributed "free" publications are of no use to the persons on whom they have been unloaded by overgenerous public officials. Common experience shows how quickly wastebaskets are filled with publications that flood the mails without charge or solicitation. Accordingly, it appears entirely within the facts to assert that the present free distribution of Government publications is causing an expenditure of at least \$1,000,000 a year for books and pamphlets, most all of which are wasted.

#### SALE OF ALL GOVERNMENT PUBLICATIONS URGED.

The remedy for such extravagance in printing is to be found in the sale of all Government publications. This is no radical or untried proposal. The Superintendent of Documents has been selling Government publications for many years. In fact, his sales have more than doubled in the last three years, notwithstanding the vast free distribution of Government publications by Congress and the departments. During the fiscal year 1923 the Superintendent of Documents received 338,821 cash orders as compared with 162,900 in 1919. The fact that the public is willing to pay for Government documents is well shown by the cash orders which for the year 1923 amounted to \$424,795.90. It is decidedly unfair to take half a million dollars annually from the purses of persons willing to pay a fair price for Government publications which in many instances may be obtained for the asking from Congressmen and the departments or which are sent without solicitation to their more favored, or perhaps more unfortunate, constituents.

The accumulation of publications printed on orders of the various departments became so great a few months ago that the Superintendent of Documents had to request the Permanent Conference on Printing to help him dispose of a vast accumulation of useless documents. Thousands of these publications thus went almost direct

from the pressroom to the waste-paper pile, save for a few years of dustgathering on the overcrowded shelves of our storage rooms.

In an effort to avoid similar accumulations in the future the Permanent Conference on Printing adopted a regulation to restrict the number of copies printed for free distribution by the departments. This regulation was promptly approved by the Bureau of the Budget. It provides that departmental mailing lists for free distribution shall be restricted largely to official requirements, libraries, educational and scientific institutions, the press, and exchanges. The departments are required by the order of the Budget Bureau to furnish the Government Printing Office adequate information, so as to facilitate the sale of their publications, and to turn over to the Superintendent of Documents annually for sale all public documents not needed for further official use by the department.

This cooperation has decreased the wasteful free distribution of many publications and has likewise increased their sale to the public. The report of the Superintendent of Documents shows that free distribution on departmental orders in 1923 required 2,047,026 fewer copies than were sent out the preceding year. At the same time the sales of publications increased 1,193,173 copies over the record for 1922.

#### DISTRIBUTES 56,037,433 PUBLICATIONS IN A YEAR.

The total number of publications distributed by the Superintendent of Documents during the fiscal year 1923 was 56,037,433 copies, including the 45,874,068 sent out on free mailing lists as ordered by departments and 6,623,069 copies sold at nominal prices as fixed by law (cost of reprinting, including paper and presswork). The Superintendent of Documents now handles 49 Government periodicals which are sold on subscription. Of the subscription periodicals 3,697,765 copies were mailed out during the year.

As a further indication that people are ready and willing to pay a reasonable price for Government publications, the Superintendent of Documents reports that he has deposit accounts with 987 regular customers who thus avoid the trouble of cash remittances with each order. Included with these patrons of the Government book store are 651 attorneys who keep a deposit account with the Superintendent of Documents for the United States Supreme Court Reports, which are now being printed by the Government Printing Office and sold at a substantial saving both to the Government and to the public.

In view, therefore, of the enormous waste involved in the free distribution of Government publications both by Congress and the departments and the increasing success of their sale by the Superintendent of Documents, the recommendation is most earnestly made that all free distribution, except in certain authorized and necessary instances, be discontinued and that the sales plan be generally adopted for substantially all Government publications. By so doing the distribution of Government publications can be put upon the same business basis as now obtains in their printing and a very large saving made without curtailing any useful distribution or denying to the public the right of ready access to the publications of the Government. At the very outset, discontinuance of free distribution and increased sale of Government publications ought to effect a saving of one million and a half to two million dollars a year.



## DEPOSITORY LIBRARIES WERE OVERWHELMED.

The profligate manner in which the Government broadcasts its publications is also shown in the case of public libraries designated by Members of Congress as depositories of Government documents. Up to the beginning of the fiscal year 1922 the Superintendent of Documents was required to send to each depository library, whether located in New York City or Alva, Okla., a complete set of all Government publications. Of course, only a few of the largest libraries could provide shelf room for the enormous number of publications printed annually for Congress and all the departments and establishments of the Government. In the last 10 years the depository libraries have returned to the Superintendent of Documents 1,226,558 publications for which they could not provide space or were of no interest to their readers.

The Government was thus put to the expense of not only printing more than a million useless books but also had to pay for their transportation to and from 421 depositories throughout the United States. Undoubtedly the 1,200,000 publications that the libraries returned to Washington do not anywhere near represent the total wastage by the old plan of complete distribution to all depositories. It is estimated that as many or more publications were discarded by the libraries rather than take the trouble to ship the useless books back to the Government Printing Office.

## SELECTION PLAN RELIEF TO MANY LIBRARIES.

To prevent a continuance of this gross waste, Congress in 1922 adopted a recommendation by this office that depository libraries be required to select in advance publications they desired. When the selection plan was put into effect it was found that 51 libraries did not have sufficient interest in Government documents to submit any selections, and accordingly, under the act of March 22, 1922, were stricken from the list of Government depositories. Only 51 other libraries out of 421 depositories requested that the Superintendent of Documents continue to send them all the publications issued by this office. Sixty-nine libraries asked for more than two-thirds of the publications. On the other hand, 152 libraries requested to be released from nearly half of the publications, and 149 others wanted less than half of the Government list. Thus 301 out of 421 depository libraries, or nearly three-fourths, are now taking half or less than half of the number of Government publications that have been unloaded on them for many years.

As a result of the library-selection plan, the cost of publications for depository distribution decreased from \$119,999.12 in 1921 to \$73,753.45 in 1923, a saving of \$46,245.67. Whether there can be a further reduction in this item depends, of course, upon the number of depository libraries over which this office has no control, the designations being made by Members of Congress. Out of a total possible designation of 663 libraries only 421 have been named. Perhaps, as the selection plan works out, more libraries will seek designation as Government depositories. This may gradually bring the cost of library distribution near the old appropriation for that purpose. Even then the expenditure would be well spent, for the



publications selected by the increased number of libraries would undoubtedly be put to good use instead of wasted as they had been for many years.

#### BETTER SERVICE TO LIBRARY READERS.

With the adoption of the selection plan, the Government Printing Office was enabled to make more prompt distribution to depository libraries. In fact, many publications which do not require special binding are sent out to the libraries as soon as they come from the presses and are thus available to library readers while of timely interest. In recognition of this improved service the National Association of State Libraries adopted the following resolution:

*Resolved*, That we, the members of the National Association of State Libraries, in annual conference assembled at Detroit, Mich., June 30, 1922, express to George H. Carter, Public Printer, Washington, D. C., and to Alton P. Tisdell, Superintendent of Documents, Washington, D. C., our appreciation and thanks for making possible and inaugurating a daily distribution of United States Government publications to all depository libraries, thus enabling these libraries to serve the public almost immediately after their mention in the public press—and sometimes before.

The Public Documents Round Table of the American Library Association, at its session at Hot Springs, Ark., on April 27, 1923, also adopted the following resolution, congratulating the Superintendent of Documents on the success of the selective system for distributing documents to depository libraries:

Whereas, in response to a general desire on the part of libraries, the selective system for the distribution of public documents has been placed in operation by the United States Superintendent of Public Documents: Be it

*Resolved*, That the public documents and the Federal and State relations committees of the American Library Association, in joint session, truly thank the Superintendent of Public Documents for his interest and cooperation in obtaining this concession and also congratulate him on its great success.

#### PATENT GAZETTE AND GEOLOGICAL LIBRARIES.

There is still another library distribution required by law which is of little or no service to the public and yet quite costly to the Government; that is the special designation by Members of Congress of libraries to be depositories of the Official Gazette of the Patent Office and publications of the United States Geological Survey. Only 830 libraries out of a possible total of 4,264 have been designated by Members of Congress to receive the Patent Gazette. The special library designations for geological publications number only 676 out of 2,132 possible selections.

The small number of designations indicate the lack of general interest in these publications which can be made available to the public through the regular depository libraries. A saving of approximately \$40,000 a year could be made by abolishing the special designation of libraries as depositories of the Patent Gazette and geological publications. The recommendation to that effect as made in the Public Printer's report for 1922 is, therefore, renewed and urged for adoption by the present Congress.

## NEARLY 100 MILLION COPIES PRINTED IN 1923.

The total number of copies of publications printed in the fiscal year 1923 was 98,443,042, an increase of 3,792,617 over 1922. The publications for 1923 included 1,706,487 pages of type, an increase of 107,374 pages over 1922. Of the 1923 publications, 1,384,142 copies were bound, as compared with the binding of 1,194,250 in 1922, the increase for the year being 189,892 copies.

Increased production is also to be noted in other lines of work. For instance, the number of blanks, notices, schedules, and cards printed in 1923 was 2,653,024,375, an increase of 558,910,030 over the 1922 output. These figures include the annual production of postal cards, which amounted to 1,180,991,000 for 1923, as against 989,978,000 for 1922, an increase of 191,000,000, or 19 per cent, for the year, with a daily average of only eight more employees.

The number of postal cards printed in 1923 was, with two exceptions, the largest of any year in the history of the office. As a result of this increased production, the charge for furnishing postal cards to the Post Office Department was reduced on August 17, 1923, 4 cents a thousand.

## TEN MILLION TABULATING MACHINE CARDS.

In addition to postal cards there were produced in 1923 approximately 10,000,000 cards for tabulating machines. Printed letterheads, noteheads, and envelopes totaled 150,347,758 for 1923, an increase of 3,095,181 over 1922. This does not include many millions of letterheads and envelopes obtained from other sources by the various departments. The printed penalty envelopes in particular are furnished almost exclusively under contracts awarded to private concerns by the Post Office Department. The Government Printing Office has nothing whatever to do with the printing of the so-called "return card" envelopes sold to the public by post offices throughout the country.

Of the letterheads and envelopes printed by this office 879,085 were embossed, an increase of only 1,683 over 1922. Substantially all embossed letterheads and envelopes are for the departments, as none are furnished free to Members or committees of Congress. Ten years ago, just prior to the action of the Joint Committee on Printing in prohibiting the free supply of embossed stationery to Members of Congress, more than 12,000,000 embossed letterheads were ordered annually at a cost of approximately \$60,000. The total cost of all letterheads and envelopes embossed by the Government Printing Office in 1923 was \$4,805.48. This indicates a saving of at least \$35,000 annually for the last 10 years, which can properly be credited to economies recommended and ordered by the Joint Committee on Printing.

Blank books produced by the bindery numbered 1,532,318 in 1922 and 1,971,038 in 1923, an increase of 438,720 for the year.

## COST OF PRINTING CONGRESSIONAL RECORD.

The Congressional Record, the most costly publication issued by the Government, required an expenditure of \$527,897.28 for printing



and binding its 25,240 pages in 1923 as compared with \$713,085.79 in 1922. This was a decrease of \$185,188.51 for the year, although 19,200 more volumes of the Record were bound in 1923 than in the preceding year. The decreased cost of the Record in 1923 was due largely to 1,816 fewer pages of type and a drop in the price of paper. Of the daily edition of the Record approximately 33,000 copies are printed and of the permanent edition about 6,000 sets are bound at the end of each session.

Due to the vigilance of the Joint Committee on Printing, less money is spent for illustrating the Congressional Record than for any other Government publication. The cost of illustrations inserted in the Record during 1923 was only \$26.05 as compared with \$147.87 spent for the same purpose in 1922.

As a matter of fact, the entire Government is rather economical in the use of illustrations in its publications, the total cost for 1923 being \$120,927.30, a decrease of \$72,175.74 from the preceding year.

Congress also caused an expenditure of \$121,458.58 for the printing of its bills and resolutions in 1923, as against \$142,993.44 spent for the same purpose in 1922. The two years show the total cost of printing bills and resolutions for the Sixty-seventh Congress to be \$264,452.02. There were 5,659 separate bills and resolutions printed in 1923, making a total of 33,155 type pages as compared with 11,636 bills and resolutions consisting of 42,767 type pages in 1922.

The committees of Congress had hearings printed at a cost of \$65,345.53 in 1923, as compared with \$122,739.82 in 1922, making the total of \$188,085.35 for the Sixty-seventh Congress.

The total cost of printing for Congress in 1923 was \$1,794,821.64, which was \$290,036.06 less than for the preceding year, when the total reached \$2,084,857.70. For the two years covering the term of the Sixty-seventh Congress the total cost of all congressional printing was \$3,879,679.34. This does not include charges for printing congressional speeches for distribution by individual Members, who have to bear that expense personally. In 1923 the Government Printing Office received \$55,330.18 from Members of Congress for printing copies of their speeches; in 1922 they paid \$69,953.20 for similar printing. Even when Members of Congress pay for their printing the Government Printing Office is restricted by law to the reprinting of only such speeches as have been inserted in the Congressional Record.

#### POSTAL SERVICE THE BIGGEST PATRON.

The biggest patron of the Government Printing Office in 1923 was the Post Office Department, which topped even Congress, with an expenditure of \$1,846,507.87 for Postal Service printing. The increase over 1922 was \$205,892. Besides the continuous task of printing and shipping more than a billion postal cards annually for the Post Office Department, this office produces all the money-order forms and blanks used by the Postal Service.

The output for 1922 exceeded by 9,765,000 copies the number of money-order forms printed in any other year since the Government Printing Office took over that work 16 years ago. This was accomplished without night or overtime work and with but a small increase in the force from time to time. The entire operation of printing, binding, and shipping money-order forms is done in one section of



the office, entirely separated from the rest of the work. The books of forms are shipped direct from the Government Printing Office to postmasters throughout the country without any rehandling by the Post Office Department except in the ordinary course of the mails.

Printing for the Post Office Department in 1923 also included 218,000,000 applications for money orders, 80,000,000 registered mail notices, 60,000,000 special delivery slips, 30,000,000 return receipt cards, 20,000,000 registry receipt cards, 10,000,000 change of address orders, 10,000,000 remittance letters, and 2,000,000 postal information pamphlets.

The Treasury ranked next to the Post Office among the departments, with an expenditure of \$971,167.77 for its printing in 1923. Even this large amount was a decrease of \$170,397.91 from the cost of printing for the Treasury in the preceding year. Conspicuous among the jobs done for the Treasury Department were 86,000,000 income-tax blanks and 65,000,000 savings leaflets.

The Department of Agriculture expended a total of \$677,715.91 for its printing in 1923, as compared with \$704,247.03 in 1922.

Printing of patent specifications and the Official Gazette of the Patent Office cost \$639,996.95 in 1923, as against \$612,448.98 in 1922.

The Department of Commerce had printing done in 1923 to the extent of \$550,510.75, which was \$45,475.11 less than the preceding year.

Printing for the Navy cost \$531,297.29 and for the Army \$435,-856.13, as compared with \$600,522.45 and \$484,356.45, respectively, in 1922. The effect of war and peace on the cost of printing is shown by the total expenditure of \$967,153.42 for Army and Navy printing in 1923, as compared with their expenditure of \$4,535,382.95 for printing done by this office in 1918. The decrease in printing ordered by the War Department in the last five years has been \$2,923,443.92 and for the Navy \$644,785.61.

#### INCREASE IN DEPARTMENTAL PUBLICATIONS.

Departmental publications increased 7,256,366 copies in 1923 over the number printed the preceding year. The total for 1923 was 73,774,880 copies, as compared with 65,519,514 for 1922.

The Department of Agriculture continued far in the lead as to the number of publications printed during the year, with a total of 33,233,-836 copies, which includes 16,486,598 copies of Farmers' Bulletins, an increase of 865,142 over the copies of publications printed in 1922.

The Treasury Department issued 10,196,731 copies of its publications, an increase of 5,053,872 over 1922 but 4,030,709 less than in 1921. Postal publications for the year numbered 7,296,084 copies, an increase of 3,219,579 over 1922.

The War Department, which showed nearly 100 per cent increase in 1922 with its 9,026,599 copies, cut that number in 1923 by considerably more than half with a total of 3,964,914 copies. The Navy Department also reduced its publications from 2,382,155 copies in 1922 to 1,892,335 in 1923, a drop of nearly half a million.

#### PRINTING FOR THE VETERANS' BUREAU.

While the Army and Navy are back on a peace basis, as indicated by their printing, the war has caused a large increase in the printing

requirements of the Veterans' Bureau. Publications of that bureau jumped from 315,787 copies in 1922 to 3,402,412 copies in 1923. In addition, the Veterans' Bureau had 10,000,000 letterheads printed during the year. The extent of its hospitalization program may be seen in the printing of 2,000,000 prescription blanks for the year.

The diminishing activities of the War Finance Corporation are shown by the reduction of its publications from 158,000 copies in 1922 to only 8,462 in 1923. On the other hand, the Alien Property Custodian increased his publications from 3,012 copies in 1922 to 10,004 in 1923.

The Interior Department, which in 1922 reduced its number of publications by 1,819,649 copies, came back with an increase of 1,027,432 in 1923, making its total for the year 3,881,763.

The Department of Commerce issued 3,008,974 copies of its publications in 1923, a decrease of 523,795 for the year. Labor had 1,931,518 copies of its publications printed, or 688,316 more than in 1922.

The Interstate Commerce Commission ranked ahead of four of the executive departments with 2,340,577 copies of publications in 1923, as compared with 1,869,232 in 1922.

With an increase of more than 8,000,000 copies of publications printed in 1923, there was naturally a vastly greater number of operations required for the production of such an immense quantity of printing. As has already been stated, the increased production was accomplished with an average of 232 fewer employees on the rolls daily than in 1922, and decrease in operating cost of approximately 6 per cent.

#### GAIN MADE BY PRODUCTIVE DIVISIONS.

All the productive divisions of the office were operated without a loss excepting the document composing and the platemaking, to which latter the new photo-engraving section was added during the year. The failure of these two divisions to show a gain was due largely to the elimination of first charges on uncompleted jobs in conformity with the new financial plan whereby charges are not made, even at the end of a fiscal year, until the work has been completed and delivered.

For the preceding fiscal year, 1922, advance charges amounted to \$1,015,474, which represents about the average computation of unfinished work on hand at the end of a fiscal year. It is estimated that the office had expended \$440,000 for labor and material on jobs uncompleted at the end of the fiscal year 1923, but this expenditure was not taken into consideration in determining the production record for the year, as had formerly been the practice. Consequently, while the year's production record indicates a decrease of 391,078,200, or  $16\frac{1}{2}$  per cent, in ems of type set during 1923, the total, 1,963,371,800 ems, represents the amount of composition charged to jobs actually completed within the year. Undoubtedly, between 200,000,000 and 300,000,000 additional ems were set for uncompleted and uncharged jobs, and this did not go to the credit of the 1923 production.

This remarkable quantity of type was set with an average of 19 fewer employees working on linotype composition and 17 fewer on monotype composition during the year. The entire book composing



division, including machine, hand, and proof rooms, had an average of 64 fewer men working daily in 1923 than in 1922. The average production of linotype operators increased slightly, while the average for monotype keyboard operators showed only a small decrease.

#### PRESSWORK SHOWS GOOD INCREASE FOR YEAR.

The Presswork Division made a gain of 6 per cent in its operations for the year, as compared with a gain of 1 per cent in 1922. The total expenses of the division, exclusive of the postal-card and money-order sections, decreased \$49,155.30, while the computed product increased \$14,275.34, with a daily average of 42 fewer employees working. The total chargeable impressions increased 52,000,000 and actual impressions decreased 8,000,000, indicating a substantial economy in press operation by the combination of forms. The total chargeable impressions in the main pressrooms for the year was 2,151,586,004 and the actual impressions 490,311,561. The number of forms put to press was 144,464, as compared with 161,905 in 1922.

An especially good showing was made by the Binding Division, with a gain of 17 per cent for the year, as compared with a gain of 2 per cent in 1922. With a daily average of 154 fewer employees on the roll, the bindery succeeded in topping its \$2,000,000 production record for 1922 by nearly \$10,000. Total operating expenses of the bindery for 1923 decreased \$246,218, or 12½ per cent less than expenses in 1922.

Among the items of increased production by the bindery in 1923 are signatures sewed, 91,638,047, an increase of 19,630,695; signatures gathered by machine, 162,134,538, an increase of 33,872,301; copies wire-stitched, 48,631,333, an increase of 2,369,795; copies paper-covered, 7,032,577, an increase of 2,089,515; books cased-in, 1,352,127, an increase of 169,876.

#### RECORD IN OUTPUT OF AGRICULTURAL YEARBOOKS.

The bindery also performed the unusual feat of handling two prints of the Agricultural Yearbook within one year—issues for 1921 and 1922. Both yearbooks were published during the fiscal year 1923, owing to a delay on the part of the department in furnishing copy for the 1921 edition. The 1921 Yearbook was not O. K'd by the department for press until September 22, 1922. The first 100,000 copies came off the presses October 1, 1922. In an effort to make up for the lost time, the entire 100,000 copies were gathered, sewed, bound in cloth, and delivered in 12 working-days after the last signatures were printed. Although the 1922 Yearbook contained 248 pages more than the 1921 edition, 200,000 cloth-bound copies were delivered by June 30 without delaying other current cloth-bound work.

The Platemaking Division produced 11,353,505 square inches of electrotypes and stereotype plates during the year, a decrease of 1,356,120 from the 1922 output. In the molding and casting of 124 Congressional Record plates in 86 minutes on January 11 the night force of seven stereotypers made a new shop record. This division took on considerable additional work in the blocking of all cuts produced by the new photo-engraving section; also in the



renovation of the plate vault with its 3,600,000 plates, and the indexing and storage of 40,000 cuts which formerly were turned over to the departments after use by this office.

#### NEW PHOTO-ENGRAVING SECTION IN OPERATION.

A complete photo-engraving plant was installed during the year, and for the first time the world's greatest printing plant is now equipped and able to make its own line cuts and half tones. The latest and best machinery has been procured for the section at a cost of approximately \$17,000. This includes three large cameras, two routing machines, two etching machines, and everything necessary to operate a first-class plant in an efficient manner.

The photo-engraving section has an ideal location on the new eighth floor, where it is provided with a modern gallery, dark rooms, and well-arranged etching, printing, finishing, and proof rooms. The section began to operate in February and up to June 30 produced 10,682 square inches of half-tones and 46,178 square inches of line cuts. It is now making practically all the line cuts and half tones used by the office.

One of the biggest jobs of the photo-engraving section is the production of approximately 1,150 line cuts every week for the Gazette. The making of these cuts in a satisfactory manner by contractors and their delivery on time has been one of the most worrisome jobs with which the Government Printing Office has had to contend for many years. Since the task was undertaken by the photo-engraving section there has not been a single complaint or delay. In commendation of this work, the Commissioner of Patents wrote the Public Printer on July 5, as follows:

I have examined with a great deal of interest the initial number of the Official Gazette of the Patent Office in which the cuts were made by the Government Printing Office instead of by a private contractor. I not only note with satisfaction that the Gazette appeared on time but that there is a splendid quality of workmanship in the cuts and that the fine details are exceptionally well reproduced.

#### INKS AND ROLLERS MADE BY THE OFFICE.

Inks and rollers for the 167 presses in the Government Printing Office are manufactured by the Presswork Division. During the year 101,695 pounds of ink were made at a total cost, including ingredients, of \$25,537.59. In all, 55 kinds of excellent ink were produced for the use of this office. Among the inks made were 4,739 pounds of postal-card green at 29 cents a pound and 1,368 pounds of special carbon ink at 17 cents a pound.

Printing-press rollers were made by the roller section to the number of 3,453, which required 27,163 pounds of composition. The rollers were produced in a most satisfactory manner at a cost of 31 cents a pound, as compared with a 35-cent cost the previous year.

The office also manufactures considerable other material required in printing and binding, such as all the glue and paste used by the bindery, all the type and type metal needed by the composing division, and also cuts and perforates all the special rolls of paper for its 100 monotype keyboards. For the year 45,000 pounds of keyboard paper was perforated on the special machine designed and built for that purpose in 1922 by the machine shop of the Government Printing Office.

## BRANCH PLANT AT LIBRARY OF CONGRESS.

In addition to the main plant, the Government Printing Office maintains a large branch at the Library of Congress, the binding section employing 60 persons and the printing section 25. The Library branch is engaged almost exclusively on work for the Library of Congress, including the printing of 11,787,000 library index cards annually, the publication of the Weekly Catalogue of Copyright Entries, and the rebinding of thousands of library books. The Library branch also does considerable print and map mounting and manuscript repair work.

Presswork of the Library printing branch showed an increase of 3,000,000 copies in 1923, the total number for the year being 30,409,850 copies, as compared with 27,414,000 in 1922. Jobs handled increased 1,397. The branch plant was improved with the installation of another linotype machine, bringing its battery up to six, all of which are now equipped with modern metal feeders.

A new plan of financing the Library bindery was adopted whereby the Library of Congress is charged the full expense of maintaining the branch, instead of determining the cost of each job according to the main office scale of charges. This arrangement operated very satisfactorily and has effected a considerable saving in clerical work. Toward the close of the fiscal year the printing and binding appropriation for the Library of Congress became exhausted. It was necessary to bring nearly the entire bindery force back to the main office during the latter part of June and assign them to work for other departments.

## PRINTING OF U. S. SUPREME COURT REPORTS.

By direction of Congress in an act approved July 1, 1922, the Government Printing Office has undertaken the printing and sale of the official Reports of the United States Supreme Court. Ever since the Supreme Court was established its reports were published by a private concern through personal arrangement with the reporter for the court.

Although the Government Printing Office has been capable of doing this work for many years, the Government has had to procure all the sets of reports required for Federal courts and officers from the private publisher, who was permitted to copyright the official reports and sell them to the public at a generous profit. The bound reports were sold at \$3 per volume and the preliminary pamphlet prints at 50 cents each. The Government Printing Office is now selling the bound volumes at \$2.50 and the pamphlet prints at 25 cents each.

The Government price is fixed by the reporter for the Supreme Court with the approval of the Attorney General. The law requires that the selling price shall include half of the salary and expenses of the reporter's office. It costs approximately \$1.60 a volume to print and bind the reports and about 18 cents for each pamphlet print. The difference between the printing cost and the price charged represents the additional expense for the reporter's office, and this difference is turned into the Treasury as miscellaneous receipts instead of being placed to the credit of the Government Printing Office.



It seems hardly fair to impose an extra charge for the salary and expenses of the reporter on attorneys who have to buy these reports from the Government. Such a charge is not made for any other Government publication. If it were the general rule, practically the entire expense of maintaining the Department of Agriculture would have to be charged against its publications, thus making their selling price almost prohibitive.

#### REDUCTION IN PRICE OF THE REPORTS.

If Congress were to amend the law relative to the printing of the Supreme Court reports so as to eliminate the expenses of the reporter's office and permit the Government Printing Office to print and bind the reports in a practical manner, the same as other Government publications, the public price could be reduced to \$1.50 or \$2 per volume, as compared with the price of \$3 made by private publishers.

The Government print of the reports began with volume 257. Four volumes have been issued already and succeeding volumes will be printed as rapidly as the reporter furnishes copy therefor, which so far has been a rather slow procedure. Of the bound edition, approximately 1,500 copies of each volume have been sold, and of the preliminary pamphlet edition, about 700 copies each. The sales are made by the Superintendent of Documents, who will gladly open an account with any person desiring to make a deposit with him for copies of the reports as issued. In fact, the document office already has 700 such accounts.

Plans are now being discussed for a reprint by this office of volumes 1 to 256, inclusive, of the reports, which, of course, will be a big and important undertaking. It is believed, however, that these reprints can be made by the Government Printing Office at a considerable saving both to the Government and to the public.

#### MACHINERY IN PLANT VALUED AT \$2,886,569.

Machinery to the estimated value of \$2,886,569 is made use of in the operation of the plant. The value of additional equipment is estimated at \$348,484.14, which brings the total for machinery and equipment in the office on June 30, 1923, up to \$3,235,053.54. The Presswork Division has printing presses and other machinery valued at \$850,950. The monotype equipment is valued at \$431,103 and the linotype at \$339,932. The bindery is likewise well equipped, as shown by the value of \$483,573 placed upon its machinery. The Buildings Division is charged with machinery costing \$458,270, most of which is located in the power plant.

Besides the 167 printing presses, which range from 64-page rotaries through almost every style and size down to a lot of little jobbers, the tremendous investment in printing machinery and equipment includes 99 linotypes, 100 monotype keyboards and 126 monotype casters, together with a bindery layout of 52 book-sewing machines, 35 folding machines, 33 cutting machines, 16 ruling machines, 19 wire stitchers, 3 combined headbanding, crashing, and lining machines, and 2 combined gathering, stitching, and covering machines.

All of these machines have been thoroughly overhauled and put in excellent condition during the last two years. It has been a strenuous task for the machine shop and the type-machine section,



but those units responded in a most gratifying manner and the plant can take pride in the fact that all its machinery and equipment are in excellent condition. Due to the high standard of maintenance the life of machinery in the Government Printing Office is generally three or four times longer than in the average commercial plants. Not only have our machinists and operators carried on the routine work, but they have developed numerous special devices and equipment that have greatly increased or bettered the production of many machines. For instance, an inseting machine costing \$6,408, which had been discarded soon after its installation several years ago, was rebuilt during the year and is now in successful operation although it had been regarded as practically worthless.

#### NEED FOR MORE EFFICIENT MACHINERY.

While all the old machinery has been placed in first-class condition, the Public Printer has also had to purchase considerable new machinery and equipment so as to insure proper efficiency of operation. On recommendation of the Public Printer, Congress increased the authorizations for new machinery from \$100,000 to \$200,000 for each of the fiscal years 1923 and 1924. The plant was in such a run-down condition, due partly to the enormous demands made on it during the war, when almost every machine was kept in operation from 16 to 24 hours daily, that it has been absolutely necessary to replace a number of worn-out machines. However, owing to the exorbitant prices demanded for certain machinery, only \$172,986.67 has been expended or obligated to date out of the total of \$600,000 made available for that purpose in the fiscal years 1921-1924.

The purchase of two 64-page web presses for the printing of the Congressional Record and publications of similar size was the outstanding transaction of the year as to new machinery. The two presses which were contracted for last June at a total cost of \$122,350 will not be ready for operation until some time in the fall of 1924. They are greatly needed, inasmuch as the Record is now printed on a 64-page press, which has been in almost constant operation for the last 21 years, supplemented by two 32-page presses that are 29 and 38 years old, respectively. Each new press will have a capacity of at least 12,000 64-page Records an hour. The new presses will be equipped with pasters and wire stitchers, can be operated in 32-page units, and will gather in signatures of 8 to 64 pages. The old Record presses will be retained for the present as auxiliary equipment, but their period of usefulness is so uncertain that the office will be fortunate indeed to get through the present session of Congress with the old presses.

A special Record press room will be provided on the second floor, where will also be located the necessary gathering machines, trimmers, and mailing tables in close proximity to the presses and to the conveyors, which require only 10 minutes to carry sacks of mail through a tunnel to the city post office and on to outgoing trains. Such an arrangement will greatly speed up the printing and mailing of the Record and other periodicals that are being standardized to Record size in order to make the new equipment available for their prompt and economical publication.

## BINDERY EQUIPMENT AT HIGH STANDARD.

The bindery has been brought up to a high standard of efficiency by the installation of a number of new machines, including eight folding machines with automatic feeders, one of which is a double 16 and another a quad 16; a continuous gumming machine capable of producing various widths and lengths of gummed paper now much in demand; five automatic feeders for Cleveland folders and two additional automatic feeders in the pamphlet bindery. Two hydraulic book presses were added to the bindery equipment, doing away with 30 antiquated manual presses and thereby effecting a desirable saving of hand labor and space. Four additional powerful 50-inch cutting machines were placed in the cutting and packing section.

Sixteen more automatically-fed presses were equipped with electric and gas neutralizers to overcome static conditions and speed up production in the pressroom. Two automatic feeders were added to other presses, making a total of 79 presses equipped with such labor-saving devices.

The Platemaking Division received a new roughing machine and a Hacker test press and gauge rectifier. The latter equipment is aiding materially in perfecting the plates and lessening the cost of press make-ready.

As to the Printing Division, the greatest improvement was in standardizing all the 6 and 8 point monotype matrices and molds on the .030 drive now generally used by the printing trade, instead of the .050 drive which had to be made special for the Government Printing Office. By adopting the standard matrices there will be a great and constant saving hereafter in the purchase of monotype matrices used in large quantities by this office. The recent change required the purchase of approximately 60,000 matrices, 184 key bars, and the reconstruction of 110 molds at a cost of \$34,000.

## BIG SAVING IN SURPLUS WAR MATERIAL.

With the very helpful cooperation of the Joint Committee on Printing, the chief coordinator of the Bureau of the Budget, and other agencies of the Government, the Government Printing Office has received a large quantity of useful machinery, equipment, and supplies, valued at approximately \$263,000. Much of this was surplus war material which, but for its use by the Government Printing Office, might have been wasted or disposed of at a small return to the Government.

For example, there was received from the fleet supply base at Brooklyn 13,000 reams of kraft paper that had cost the Government fully \$65,000. This paper, which apparently was going to waste, has been put to good service, especially in the printing of millions of leaflets for the War Savings Bureau of the Treasury Department.

From the Curtis Bay general ordnance depot, in Maryland, there were obtained 2,700,000 envelopes, and from the War Department in Washington 288,000 envelopes that had been printed by private contract during the war. These envelopes, valued at \$6,600, had been declared of no further service to the Army, but the Superintendent of Documents has used them instead of buying new envelopes for the mailing of Government publications.



The Rhode Island Arsenal contributed 128 reams of manila tag-board paper, valued at \$1,000. Five hundred reams of print-kraft paper, valued at \$1,000, came from Camp Benning, Ga., and 53 rolls of newsprint paper, weighing 54,920 pounds and valued at \$1,650, from the Army supply base at Brooklyn. Camp Humphreys, in Virginia, furnished 30 cases of linen-lined paper, worth \$3,750, and 157 gross of lead pencils, valued at \$450. The Army supply base at Boston furnished 18,445 yards of duck cloth, valued at \$6,815, to which were added 7,089 yards of similar cloth, worth \$2,986, from the Jeffersonville (Ind.) quartermaster depot, and 5,633 yards, worth \$2,200, from the quartermaster depot at Boston.

#### EIGHT PRESSES OBTAINED BY TRANSFERS.

As to machinery this office has likewise fared very well in the transfer from various Government plants. Eight presses have been added to the pressroom equipment, including 1 Miehle press, 29 by 41 inches, from the Railway Mail Service printing plant in Washington; 1 Premier, 28 by 41 inches, from the Naval Training Station at Newport, R. I.; 1 Miehle press, 43 by 56 inches, from the Naval Training Station at Great Lakes, Ill.; 1 Premier press, 47 by 66 inches, with automatic feeder, and 2 Kelly presses, 17 by 22 inches, from the Marine Corps recruiting bureau in Brooklyn; 1 Premier press, 36 by 48 inches, from the Navy Shipping Bulletin plant in New York City; 1 Premier press, 33 by 45 inches, and 1 Standard, 13 by 19 inches, from the Navy recruiting bureau in New York City; together with a number of smaller presses.

Five much-needed typesetting machines have likewise been transferred to this office from various war activities, including 1 Model 5 linotype from Camp Humphreys, Va., 1 Model 19 linotype from the Great Lakes Naval Training Station, 1 Model 5 linotype from the Navy Shipping Bulletin in New York, 1 Model 4 linotype from Walter Reed Hospital, and 1 intertype from the Seamen Gunners' School in Washington.

The linotype received from Camp Humphreys is a distinguished veteran of the World War, having been used in the mobile printing plant that accompanied General Pershing's headquarters in France throughout the war. It is proposed to place a bronze plate on this machine in commemoration of its war service. Instead, however, of continuing to set General Pershing's war orders it is now devoted to the more peaceful occupation of printing patent specifications.

The Army Engineer section at Columbus, Ohio, has provided the Government Printing Office with surplus war supplies valued at \$53,753. This includes 388,450 sheets of linen-lined paper, 29 by 37 inches in size, valued at \$46,614; 1,930 pounds of potassium, valued at \$3,763; 1,458 sponges, valued at \$1,166; and a quantity of expensive laboratory supplies.

#### NEW ARMY TRUCKS FOR HAULING FREIGHT.

Good use is being made of all the war surplus of printing machinery and supplies transferred to the Government Printing Office. The acquisition of this valuable material has been of great help in the economical operation of the plant. In addition, the office has obtained from the Army and is reconditioning for use nine Mack trucks



of 5½ tons capacity each. It is planned to have these trucks do all the freight hauling for the Government Printing Office, beginning with the next paper contract year. A saving of several thousand dollars a year in drayage charges can be effected by the use of the Army trucks which were rapidly becoming an almost total loss. Credit for this economy is due chiefly to our traffic manager, Mr. W. H. Kervin, and to the chief coordinator, Col. H. C. Smither, and his able staff, who have shown a fine spirit of cooperation with this office in many helpful ways.

An adequate supply of paper and other materials is equally as important in the prompt production of printing and binding as is the proper maintenance of machinery and equipment. That such a supply is no small task in the Government Printing Office is shown by the fact that the purchase of paper in 1923 amounted to 34,906,110 pounds, costing \$2,851,176.26, as compared with 32,000,000 pounds, costing \$2,281,036.41, in 1922. Other materials and supplies for printing bought in 1923 cost \$762,859.73, as compared with \$728,085.94 in 1922.

#### HANDLE NEARLY 1,000 CARS OF PAPER A YEAR.

During the year 949 carloads of paper were received and handled by the Stores Division, the deliveries ranging from 49 to 110 cars a month. In addition to the receipt of such an enormous quantity of paper, the Stores Division is required to keep in stock approximately a million dollars' worth of paper and other printing materials. The stock of paper on hand June 30, 1923, was valued at \$669,984.60, as compared with a stock valued at \$528,145.32, on hand June 30, 1922. Other materials and supplies on hand June 30, 1923, were inventoried at \$221,731.31, as compared with an inventory value of \$201,355.79 on June 30, 1922, an increase of \$20,375.52. The total stores (including paper) on hand June 30, 1923, were inventoried at \$912,492.29, as compared with \$770,045.42 on hand June 30, 1922, the increase for the year being \$142,446.87.

The Stores Division is in the best and most orderly condition ever known in the history of the works. It is now possible to keep an accurate check on every one of the several thousand items in stock. The systematic arrangement and safeguarding of the big storerooms and warehouses have saved many thousands of dollars to the Government and have speeded up production by the more prompt furnishing of paper and supplies.

With the cooperation of the Permanent Conference on Printing an effort was made to centralize the purchase of Government paper. This endeavor to save money and at the same time render better service by having all paper procured on a single schedule of uniform specifications, inspected under similar conditions, and stored in a central warehouse, aroused some opposition and has not been successful as yet owing to certain obstacles.

#### BUY CHEAPER THAN GENERAL SUPPLY COMMITTEE.

The Government Printing Office purchases similar grades of paper cheaper than has been possible under General Supply Committee contracts, partly due to the fact that the Government Printing Office annually procures approximately ten times the quantity of paper

contracted for by all other governmental agencies in Washington. A recent comparison of the prices of paper under contracts of the Government Printing Office and the General Supply Committee shows that of 3,049,000 pounds of paper of the same specified quality, the Printing Office prices were \$52,800 less than the awards made by the General Supply Committee. The paper could have been cut to stationery size and wrapped by this office at a cost of approximately \$18,000, thus effecting an actual net saving to the Government of at least \$34,800 on approximately 60 per cent of the paper annually contracted for by the General Supply Committee.

Not only could a worth-while economy be effected by the centralized purchase of paper, but a single warehouse and uniform system of inspection would also insure deliveries of the quality of paper which the contractors agree to furnish. Under the present system, or rather lack of system, paper bought through contracts of the General Supply Committee may be delivered to half a hundred different agencies of the Government and subjected to as many methods of inspection.

Mr. F. A. Curtiss, of the Bureau of Standards, discussed the prevalent laxity of inspection at a meeting of the Government Purchasing Agents Association several months ago. The minutes of that association contain the following report of his statement:

Mr. Curtiss emphasized the fact that the failure of the purchasing agents to have deliveries tested was to a considerable extent defeating the efforts of the bureau to perfect specifications. Bidders familiar with the circumstances are in a position to underbid others not so well informed (or perhaps more scrupulous), for with the knowledge that perhaps only one delivery in a thousand will be tested it is possible to substitute cheaper products than are provided for by the specifications.

#### DEPARTMENTS FAIL TO INSPECT DELIVERIES.

Confirming this opinion of the Bureau of Standards paper expert, is a report by the chief of tests of the Government Printing Office as to paper bought and accepted by departments under contracts awarded by the General Supply Committee. Several samples of onionskin paper so purchased under definite specifications requiring 50 per cent rag stock were found to be made entirely of sulphite wood stock of a low strength. On another specification for 100 per cent rag paper the deliveries contained only 60 per cent of rag stock. Still another paper, which should have had at least 50 per cent of rag stock of 35 points strength and only 3 per cent of ash, actually was made of 30 per cent rag stock with 30 points strength and had 9 per cent of clay filler. The departments evidently had accepted all these deliveries without taking the trouble to ascertain whether the contractor was complying with the standard specifications. Of course, it is easy to underbid a competitor on some contracts with the Government when one knows he can deliver an inferior grade of paper.

Congress by the act of June 5, 1920 (40 Stat. 1036) authorized the Government Printing Office to furnish paper, envelopes, and blank books to the stationery rooms of the Senate and House for sale to Members at cost. A similar privilege ought to be extended to the various departments and establishments of the Government. Therefore, the Public Printer renews his recommendation to that effect as made in the Annual Report for 1922.



## FAVOR CENTRALIZATION OF PAPER PURCHASES.

Supporting the proposed plan for the purchase, supply, and centralization of paper stock at the Government Printing Office, the Permanent Conference on Printing included the following statement in its annual report to the Director of the Bureau of the Budget for 1923:

One of the very important matters with which the Permanent Conference on Printing has dealt during the past year was that of recommending for adoption a plan whereby all purchases of paper stock for Government use should be made by the Government Printing Office, centralized there, and sold to the various departments of the Government according to their respective needs. The proposed method, if adopted, would displace the present system, whereby, under sanction of law, the departments are provided with several methods of procuring paper supplies. At present numerous Government agencies purchase large quantities of paper, the largest purchasers being the Government Printing Office (through the Joint Committee on Printing), the General Supply Committee, the Post Office Department, the Quartermaster General of the Army, and the Paymaster General of the Navy. The plan to which the Permanent Conference on Printing gave serious consideration contemplates the establishment of one central agency to procure paper, with the exception of distinctive paper for production of bonds, money, postage and internal-revenue stamps, etc., for use in the Government service. This would be secured by combining the present functions of the General Supply Committee and other agencies with those of the Joint Committee on Printing, the necessary legislation being necessarily enacted by Congress.

The advantages of such central purchasing and distributing agency are apparent, and not the least of these would be the savings on practically all items and the shortening of time now necessary for filling the orders of the departments. The organization necessary is already largely existent, for the Government has at present, through the Joint Committee on Printing, the Government Printing Office, and the committee on paper specifications, a personnel and equipment which by proper expansion could cover the departments and bureaus in Washington. The present system has some serious drawbacks. It is fair to assume that contractors in dealing with miscellaneous agencies understand that they will be called upon to make numerous small shipments and individual deliveries. Their prices are based on these facts and are necessarily higher than they would be in dealing with an agency to which large quantities could be delivered in one shipment.

In considering the various features of the proposed new method the Permanent Conference on Printing recognized that the Government Printing Office was peculiarly fitted for the work in mind. That office not only uses more paper than any other Government service, but much of its supply is identical with that used by the other branches of the departmental service, and it may be reasonably expected that the price advantages now enjoyed by the Government Printing Office would be shared also by the other bureaus under the new plan. Under the method contemplated the departments would simply make the necessary requisition on the Public Printer for the supplies required and would receive them in a few hours or days instead of waiting from one to three months, as now happens. In very many ways important economies would be possible, and as the office is already equipped with the apparatus necessary for testing, the departments would be assured of a quality and uniformity suitable for their needs.

As expressing the conclusion of the Permanent Conference on Printing the following paragraph was adopted, with the suggestion that it be incorporated in the legislative appropriation bill for 1925:

"That on and after July 1, 1924, the Secretary of the Treasury shall cause the General Supply Committee to discontinue to contract for or supply to the executive departments and independent Government establishments paper stocks and articles made of paper, described in the General Schedule of Supplies, which are similar to items of paper stock procured by the Joint Committee on Printing for the use of the Government Printing Office, or items which it would be advantageous for the Public Printer to supply to the departments: *Provided*, That on and after July 1, 1924, the Public Printer is hereby authorized to furnish to the executive departments and independent Government establishments, on requisition therefor, paper and articles of paper described above, with or



without printing thereon, as may be required in the conduct of the public business: *Provided further*, That the executive departments and independent Government establishments are hereby authorized to pay, from appropriations made for printing and binding or any other appropriations available for such purchases, the cost of such paper and articles of paper so furnished by the Public Printer, at the price paid by him for such material plus the cost to his office of ordering, handling, record keeping, and delivering: *And provided further*, That stocks of paper and paper articles described herein and remaining in the custody of the General Supply Committee on July 1, 1924, shall be transferred to the Public Printer and be sold by him at the replacement price of such paper at the time of sale, with such discount for deterioration as may be equitable; and the proceeds of such sale shall be covered into the Treasury of the United States as miscellaneous receipts."

#### WORK OF THE NEW TESTING SECTION.

The new testing section, which has charge of the inspection and technical testing of all deliveries of paper and other printing and binding materials, made 4,831 tests in the fiscal year 1923. The inspection covered a broad range of materials, many of which had never before been subjected to technical tests prior to the establishment of the testing section in 1922. The inspections included 3,731 tests of paper, 543 of book cloths and other textiles, 194 of ink-making materials, and numerous tests of book leather, metals, oils, chemicals, waxes, glues, gasoline, soap, etc.

As a result of these tests 165 deliveries, exclusive of postal card paper and illustrations, were rejected. The rejections of paper numbered 131, and of these 60 were on account of deficiency in strength, 37 for unsatisfactory color, finish, and formation, 17 for deficiency in stock, and 17 for ash and overweight.

Some of the outstanding tests showing the necessity and value of technical inspection of materials purchased by the Government as reported by the chief of tests are as follows:

*Rope manila wrapping paper*.—Delivery contained 100 per cent chemical wood, although specifications required not less than 75 per cent manila and jute.

*No. 1 bristol board*.—Delivery rejected on account of 30 points low in bursting strength; specification called for not less than 90 points.

*Sulphite manila*.—Specifications required 100 per cent sulphite pulp. Delivery contained 25 per cent ground-wood stock.

*White index bristol board*.—Specifications required not less than 50 per cent rag. Delivery contained 30 per cent rag, and was 40 points low in strength.

*Sulphite manila*.—Specifications required not less than 75 points bursting strength. Delivery showed 48 points.

*Babbitt metal*.—Purchased on definite specification requiring 89 per cent tin,  $7\frac{1}{2}$  per cent antimony,  $3\frac{1}{2}$  per cent copper, and no lead. Delivery tested 78 per cent lead, 5 per cent tin, and 17 per cent antimony. The delivered metal was worth about one-fifth that of the quality specified. The rejection of this metal not only prevented the payment of a high price for a cheaper grade material, but also protected the office from the use of such unserviceable metal for bearings on presses and other high-speed machinery.

*Machine steel*.—Three deliveries were rejected, as technical examination showed the material offered to be common wrought iron.

*Gasoline.*—Several deliveries rejected on account of an excessive amount of high boiling portions. Since gasoline is used by this office chiefly for cleaning type, acceptance of an inferior grade of slow evaporation would have caused much trouble.

*Neat's-foot oil.*—Two deliveries rejected, as they contained mostly mineral oil.

*Cotton twine.*—Specifications required not less than 1,000 yards per pound. Delivery tested only 775 yards per pound, a deficiency of approximately 25 per cent.

*Shade cloth.*—Delivery was 50 per cent lighter in weight and 25 per cent deficient in warp and filling strength as compared with definite specifications upon which bid was based.

#### STANDARDIZATION BY JOINT COMMITTEE.

The standardization of paper grades is not a recently discovered idea so far as the Government Printing Office is concerned. For more than 30 years all the paper used by this plant has had to conform to standards fixed upon by the Joint Committee on Printing, and for the last 13 years that duty has been delegated to a committee of Government paper experts.

Every pound of paper bought by the Government Printing Office must be made in accordance with definite specifications stating the minimum requirements of quality acceptable to the Government as to weight, strength, stock, ash, and other essentials. The paper is carefully sampled on delivery and subjected to laboratory tests to ascertain whether the contractor has complied with the specifications.

Grades of paper have been simplified so that no longer are the store-rooms filled with endless varieties to satisfy the whim and fancy of every Government official. For instance, the office carries only three grades of writing paper—chemical wood stock and a 50 and a 100 per cent rag writing—in four weights. Bonds are stocked in only two grades—50 and 100 per cent rag quality. An all-sulphite bond will be added the coming year. All but a small quantity of bond paper is bought in the 50 per cent rag grade of substance No. 20. The 50 per cent rag writing and bond in substance No. 20 are the standard grades for all Government letterheads. Ledgers are in two grades—75 and 100 per cent rag stock. Similar simplification has been practiced with other kinds of paper.

#### INSPECTION OF POSTAL-CARD PAPER.

By direction of the Joint Committee on Printing, the testing section took over entirely the inspection of postal-card paper which has been the subject of controversy for many years. The Post Office Department accordingly withdrew its inspection force, which had been largely duplicating the inspection that the Public Printer is required by law to make of all paper used by the Government Printing Office. The single inspection force has saved the Government several thousand dollars a year, has speeded up the production of postal cards, and has at the same time insured to the public equally as good postal cards as it was possible to print under the handicaps of the former system.



In the fiscal year 1923 there were delivered 7,097,846 pounds of postal-card paper, of which 142,906 pounds, or 2 per cent, were rejected by this office. In the previous year the rejections amounted to 16 per cent on 9,000,000 pounds.

Another and even more important feature of the testing section is its technical research work, which is rapidly becoming of great value not only to this office but also to the printing and binding industry in general. It is planned to have the investigational activities of the testing section include many subjects of general concern to the printing and binding industry. The idea is to have the Government Printing Office render somewhat the same service to the printing industry as the Department of Agriculture does to the farming interests of the country. The Government ought to be as willing to share its printing knowledge as it is to impart its information on farming, banking, mining, and numerous other subjects that are constantly being studied by various branches of the Government service.

#### RESEARCH ACTIVITIES OF TESTING SECTION.

The following is an outline of some of the research work that has been undertaken already by the testing section:

An investigation of bookbinding cloths has been started and definite specifications adopted for stock, weight, weave, and strength. These specifications are to insure uniform quality of book cloths and to increase competition among contractors by giving all of them definite information as to the requirements of the Government. Investigational work on book cloths is being extended to the fastness of color and the resistance of the cloth to attack by insects. Commercial bookbinders have already manifested a deep interest in the efforts to develop a bugproof cloth, and it is hoped that this endeavor will produce something of value to the entire industry.

Deliveries of bookbinding leathers have been tested, especially as to the presence of acid, ash, and tanning materials which might be injurious to the life of the leather. Although the Government Printing Office has had exacting specifications for leather for many years, little effort was made to enforce these specifications until the organization of the testing section. It was then found almost impossible to obtain leather conforming to the Government specifications, although the requirements were deemed to be entirely practicable. With the aid of the Leather and Paper Laboratory of the Department of Agriculture an effort will be made to develop workable specifications for leather which will insure durable quality for bookbinding purposes.

Definite specifications are also being developed for all textiles required in the work of this office, such as cotton sheeting, ducks, unbleached muslin, silesia, and cordage, fixing standards for stock, weight, yardage, and strength. As it is impossible to judge the quality of a textile by general appearance, the technical specifications and tests are highly essential to determine whether it contains cotton, wool, jute, hemp, or flax; is of the proper construction or weave, or has the desired strength or serviceability and fastness of color.



## INVESTIGATION OF BOOKBINDING TWINE.

Upon investigation of flax twine required in high-grade binding it was found that, although the Government specifications called for flax twine of the "best quality," nearly all the so-called "flax" twine heretofore furnished this office was made either of jute or a mixture of jute and hemp and consequently entirely unsuitable for permanent bindings. Frequently such inferior twine would give way, although the binding was otherwise in good condition. The technical testing of book twines now insures the supply of an all-flax product with long fiber and of high quality. Definite specifications now cover purchases of flax twine and all deliveries are tested for stock, yardage, and strength.

Dyes for ruling and the manufacture of copying and other inks have been carefully investigated and are tested for color, strength, fastness to light, and suitability for the special requirements of this office. A special study has been made of the fastness of colors so as to insure, if possible, a supply of colors which will best resist fading. Inasmuch as ink is an important material in the production of printing and binding, extensive tests have been made of the raw materials used in its manufacture. Specifications are being prepared which will inform bidders as to the quality of special inks required by the Government. It is believed these specifications will materially improve the inks and at the same time reduce their cost. Heretofore dry colors for inks have been bought without regard to their fineness, although the cost of making ink is chiefly in the grinding, which in turn depends upon the fineness of the pigment.

## FORMULAS FOR BETTER AND CHEAPER INKS.

The testing laboratory has developed formulas for making copying inks of the colors required by this office. The copying inks so produced have been found fully equal, if not superior, to commercial inks. Their use will not only insure a more uniform ink of stronger color but will save approximately \$100 a year on our annual consumption of 150 pounds of inks. A formula has been prepared for stencil ink, which is required largely for addressing machines. It is produced at approximately 32 cents a pound as compared with commercial price of \$2 to \$3 a pound. Mimeograph ink, which is being developed in cooperation with the Permanent Conference on Printing, bids fair to reduce the cost of such ink to the various Government departments \$10,000 or \$15,000 annually.

The ink investigations have also extended to the preparation of safety check inks, possessing fugitive qualities in contact with bleaching agents, acids, and alkalies. An ink has been developed which gives promise to equal that used commercially in printing check and money-order papers. If successful, this ink will enable the Government Printing Office to sensitize all the paper required for the printing of money orders.

Incidentally, the testing section manufactures a permanent writing ink, which is being used by this office at a saving of 50 per cent in the cost of a less satisfactory commercial ink. This ink is also used for ruling where permanence and resistance to water are desired.

An ink which will not require the use of gasoline for cleaning type after taking proofs is another promising development of the testing section. Experiments with the new "proof" ink show that it will wipe off with a damp rag and will not harden on the type with age. If this experiment finally proves successful, it will be a great boon to all printers.

A metallic ink is being developed with gold bronze or aluminum bronze for use in stamping book covers in place of gold or silver substitute leaf. From experimental work done so far, it appears that this method of stamping will be more economical and equally as satisfactory as leaf stamping.

#### SAVING IN USE OF SIMPLE SOLVENTS.

An investigation of solvents has resulted in eliminating certain trade mixtures and the adoption of simple solvents recommended by the chief of tests. A saving of 10 per cent in a total annual expenditure of \$4,000 has been accomplished by this investigation. One satisfactory solvent costs 11 cents a gallon as against 35 cents formerly paid for a well-known commercial brand of similar nature.

Liquid soap as now used in the wash rooms throughout the shop, instead of the insanitary cake soap, has been produced by the testing laboratory at a less cost than a similar commercial grade. Its manufacture in quantities sufficient to supply this office may be undertaken as soon as the necessary equipment can be obtained.

Another endeavor to the testing section is to overcome static conditions and paper curl in the pressrooms by the installation of a system of humidity control. This is one of the biggest problems in presswork, and the result of these experiments will undoubtedly be of great interest and value to the printing trade in general.

The technical investigations that have been made by this office show the great importance of chemistry in the printing industry and the need of definite standards for much of the material used in printing and binding as well as the value of laboratory tests by experts thoroughly familiar with trade requirements along with the technique of chemistry.

#### COOPERATION WITH PRINTING INDUSTRY.

At the annual meetings of the United Typothetæ of America and the Employing Bookbinders of America, which were held in Washington last October, the Government Printing Office offered to assist, as far as permissible for a Government establishment, in the solving of technical problems that confront the printing and binding industries of the United States. It seems particularly desirable that the Government and the commercial printer and bookbinder adopt uniform standards for at least the more important printing papers and materials and that they share the benefit of whatever investigations may be undertaken for the continuing progress of the "art preservative of all arts."

The present Government standards and tests may be found to meet many of the commercial requirements. But, at any rate, the Government Printing Office, through its testing section, has expressed a willingness to cooperate with the printers and bookbinders of the



United States in working out practical specifications for all concerned. The success of such an endeavor will be one of the greatest advances ever made in the printing industry.

This offer on the part of the Public Printer met a generous response at the meeting of the two great national organizations, and it is believed there will in the future be a closer touch and better cooperation between the world's greatest printing plant and the representatives of the industry which now ranks near the top of all our vast manufacturing activities.

#### TYPOTHETÆ TO HELP STANDARDIZE PAPER.

The United Typothetæ of America adopted the following resolution pledging its cooperation with the Government Printing Office, and already a joint work has been undertaken to propose standard grades of paper for both the Government and the commercial printer:

Whereas the Public Printer of the United States has made such marked progress in the simplification and standardization of paper sizes and grades, and has offered his cooperation and that of his staff to the United Typothetæ of America for the correlation and promulgation of our mutual interests in this regard: Therefore be it

*Resolved*, That we accept with sincere appreciation this constructive offer and instruct those in charge of our work on paper standardization to begin at once with him the closest and most active cooperation.

#### ORGANIZATION OF NEW PLANNING DIVISION.

Simplification of sizes of publications and the selection of suitable grades of paper are the functions of the new Planning Division, which was created on May 1 by uniting the old estimating and jacket-writing sections and placing them under the general supervision of the Production Manager, a new position which it was found necessary to create during the year. Associated with the Planning Division is the Requisitions Review Board, to which reference has been made heretofore.

The Planning Division prepared 43,606 estimates on printing and binding jobs during the year, an increase of 987 over the estimates written in 1922. This increase shows that more attention is being paid to the cost of printing and that not as much work is now being undertaken regardless of expense as in former years. The number of estimates increased, notwithstanding a decrease of 3,687 in jackets (work orders) issued as compared with the preceding year. Jackets were written in 1923 for 54,166 orders, many calling for a number of separate jobs, which indicates the vast amount of work the Government Printing Office is called upon to do in the course of a year. The office has an average of 5,000 jackets in hand at all times and finishes approximately 250 jobs every day.

The increased efficiency of the estimators is shown by the fact that their estimates have varied on an average not more than 3 per cent from the computed charges for the finished jobs. The accuracy of the estimators and computers is further demonstrated by the total charges, which average within 1 or 2 per cent of the total actual cost of operation. This is a rather remarkable feat of accounting in a business amounting to more than \$10,000,000 a year.

The production divisions have been reorganized along lines adopted by the most efficient and successful industrial plants in the country.



The Production Manager at the head of the divisions is held responsible for all the productive activities of the works. The new system has resulted in better production, more economical operation, and a higher standard of efficiency throughout the office. All the work is handled according to well-defined plans and progresses through the plant in compliance with carefully arranged schedules. As a result, the office has been able to comply with its promises and meet requirements of the departments better than ever before.

Improvement of the service was demonstrated recently when the Postmaster General made inquiry as to the status of the vast quantity of work constantly undertaken for the Post Office Department. Much of this work is generally of an urgent character, requiring an immense organization and the most careful planning to handle with the desired dispatch. Approximately 5,000 requisitions for printing were received from the Post Office Department during the year. These requisitions covered runs of from one hundred copies to two hundred million copies—approximately a billion copies in all, exclusive of postal cards and money-order forms. All the orders were executed without a complaint except as to less than 2 per cent of the work, and of the 2 per cent it was found that the Government Printing Office was chargeable with unusual delay as to only a comparatively few jobs.

#### LETTERS COMMENDING GOVERNMENT PRINTING OFFICE.

Letters commending the work of the Government Printing Office during the year have been received from heads of various departments and establishments of the Government. It has been the policy of the Public Printer to convey these words of appreciation to all of the officers and employees who aided in making such a splendid record for the plant. The following extracts from some of these communications are included in this report so that public record also may be made of the appreciation expressed of the services rendered by this office:

The Chairman of the Senate Committee on Appropriations, Senator Warren, wrote on March 9, 1923:

In my opinion a word of praise and thanks is due you and your assistants in our great printery for the prompt and efficient service rendered the Sixty-seventh Congress. You are well aware how dependent the Appropriations Committee is upon you and your force when rush work must be sent down late in the evening for sure delivery on the following morning. There have actually been times when appropriation bills might have failed if the Government Printing Office had not been "on the job"—although I am thankful to say that such contingency did not arise during the last session.

As chairman of the Senate Committee on Appropriations I desire to thank you and your employees, especially your night force, for the high-class service given us.

The Secretary of the Treasury wrote on August 31, 1923:

As a result of the cooperation extended by the Government Printing Office, the Treasury is about to complete a printing program which includes the revision of a number of important department circulars, as well as the preparation of Department Circular No. 300. The latter, being "Regulations with respect to United States bonds and notes," will be particularly valuable, from the standpoint of both the public and the department, and in the course of its preparation your office in numerous instances was called upon to expedite composition and otherwise to lend assistance.

It is gratifying in this connection to note that both the day force and the night force of your office have at all times indicated willingness to meet the Treasury's demands, and I am writing, therefore, to express my appreciation of their services.

The Secretary of War wrote on February 14, 1923:

The advance copies of the Army Register for 1923 have been received and I desire to express my high appreciation for your effective cooperation and assistance in the very early production of this document. I trust you will accept my most cordial thanks for your assistance, and I wish you would also say to the employees of your office how much the War Department appreciates their cooperation.

The Secretary of the Navy wrote on January 9, 1923:

I desire to express to you and to the employees of the Government Printing Office the appreciation of the Navy Department for the expeditious printing of the Destroyer War Instructions requested by Navy Department Requisition 1286.

This publication was urgently required by the naval forces afloat for use during the winter's maneuvers. The printing and binding were completed in less than two weeks after delivery of the manuscript, although the holidays intervened, and delivery of the finished publications made in time to enable delivery to the ships to be completed before their departure for southern waters.

The Postmaster General wrote on August 1, 1923:

I have looked over the Guide that you sent me, and in my opinion it is a masterpiece of printing and reflects credit upon your office.

The Secretary of Commerce wrote on March 16, 1923:

I desire to express my personal appreciation of the promptness with which your office furnished proof on two reports recently submitted.

The manuscript for "Trade Association Activities" was sent to your office on March 7, and complete proof, consisting of 148 galleys, was furnished by March 16. The second report, "Business Cycles and Unemployment," was transmitted on March 15. Complete proof—36 type pages—was furnished early the next day.

These results are excellent, and they evidence a splendid cooperation of the officials and employees of your office in meeting the more urgent needs of Government service.

The Director of the Bureau of the Budget, General Lord, wrote on December 12, 1923:

The Budget for 1925 is now in the hands of Congress, and that it was completed in time for the opening session is due in a large measure not only to the efficiency of your office but to the courtesy and cooperation of its personnel. I have in mind the assistance rendered by Mr. Greene, Captain Moorhead, Mr. Weber, Mr. Bullock, Mr. Barnhart, and Mr. Riddle. Will you kindly express to these gentlemen my appreciation of their accommodating and constructive assistance?

The assistant to the Attorney General, Mr. A. T. Seymour, wrote on May 2, 1923:

I desire to express the thanks of the department for the splendid service rendered by the Government Printing Office in connection with the printing of the original petition and brief in the case of United States v. New York Coffee and Sugar Exchange. Not only was this work done in record time, enabling the Government to meet the emergency, but it was accurate in every detail. The performance reflects great credit upon the Public Printer and his entire establishment.

The editor of the Division of Publications, Department of Agriculture, wrote on October 8, 1923:

The work of your office in printing the more than 200 abstracts in four languages for the World's Dairy Congress has called out much pleasant commendation. It was necessary that complete delivery be made before September 30; had there been any failure it would have caused much embarrassment to this most important gathering. I am sure you will be interested in the following letter which I just received from Joel G. Winkjer, acting chief of the Dairy Division:



"Before leaving the office for Philadelphia and Syracuse, Doctor Larson requested us to extend to you and your workers his appreciation of the splendid cooperation shown in the publication of the abstracts for the World's Dairy Congress.

"In view of the fact that the abstracts were all received so late, and then had to be translated into the various languages, every one was received in good shape and was ready for the visitors the first day of the congress.

"Will you please thank those of the Printing Office also who assisted in this splendid piece of work?"

The chairman of the United States Shipping Board, Mr. Lasker, wrote on February 1, 1923:

My attention has been directed to the splendid delivery you gave us on the February issue of our Sailing Schedule, namely, five days.

This schedule is of extreme importance to us in increasing cargoes and revenues on the vessels which the Government is now operating. I want you to know that I personally appreciate the dispatch you have accorded the last issue of this schedule and trust that in connection with future issues you may be able to repeat this splendid performance.

The superintendent of the General Supply Committee wrote on July 7, 1923:

The expeditious and businesslike manner in which the publication of the General Schedule of Supplies for the fiscal year 1924 was handled by the Government Printing Office is highly appreciated by this office.

The book is the largest ever issued, containing 595 pages, as compared with 594 pages in 1923 and 492 pages in 1922.

The last of the signatures were sent to the Government Printing Office June 19, one day later than intended by this office. However, delivery of 800 copies was made June 23, as promised, and delivery of the entire edition, consisting of 3,400 paper bound, 1,100 vellum bound, 100 loose leaf, and 100 copies printed one side only, was completed by the 30th ultimo.

This office desires to extend thanks to you and the officials and employees of the Government Printing Office who assisted in this work for your splendid cooperation in getting out the 1924 edition.

The chairman of the Buildings Code Committee, Department of Commerce, Mr. Ira H. Woolson, wrote on March 6, 1923:

I think the report is one of the best pieces of presswork that I have seen in Government publications of its class. The paper, type, and all the general mechanical make-up are excellent and directly reflect the careful attention which you gave to these details. I am glad to acknowledge this efficient cooperation and to express the sincere appreciation of the committee for same.

#### OFFICE OF SUPERINTENDENT OF DOCUMENTS.

The volume of work done by the Office of the Superintendent of Documents in the year 1923 was the greatest ever accomplished by that office in all lines of its activities. In addition to the sale and distribution of more than 50,000,000 publications annually, as has been discussed already, the Documents Office performs an equally important task in the cataloguing of all Government publications. During the year the Document Catalogue covering the Sixty-fourth Congress was completed and printed, making a large octavo book of 2,439 pages. Good progress was made also on the Document Catalogue of the Sixty-fifth Congress. In addition, Document Indexes were prepared for each session of the Sixty-seventh Congress and the Monthly Document Catalogue was issued on time throughout the year. The Monthly Catalogue is of great value to librarians throughout the country and every effort is put forth to make it a complete and timely survey of Government publications from month to month.



That such an amount of work could be done by the small force of cataloguers remaining in the Documents Office is really remarkable. Resignations due to inadequate pay reduced the force of cataloguers during the year to less than 50 per cent of the number provided for by law. Several of the best cataloguers went to other departments that are permitted to pay higher salaries to cataloguers of the ability of those required by this office.

To offset these resignations, the Civil Service Commission was appealed to for competent cataloguers but was unable to supply them from any register at the low salaries appropriated for this office. Even a special examination failed to relieve the situation, and the expert cataloguers who remained faithful to the office have to devote part of their time to training the few employees that have been obtained from the Library Aide register. No sooner have some of these aides been trained as cataloguers than they resign to accept higher salaries offered by other departments of the Government.

It is imperative, therefore, that adequate compensation be paid our cataloguers, either through the classification schedule or by act of Congress; otherwise, it will be impossible to keep up the important work of cataloguing the vast number of Government publications issued annually. Without such catalogues the books will be almost worthless to the libraries of the country.

#### DOCUMENTS OFFICE INFORMATION SERVICE.

Another helpful undertaking of the Documents Office is its research and information service, which has developed of its own accord in response to insistent demands from the public for authoritative information concerning Government publications. The extent of this service is indicated by the letters of inquiry, which numbered 165,903, in addition to cash orders, during the year. This was an increase of 23,917 over the inquiries received during the preceding year.

In reporting on the work of the reference section of his office, the Superintendent of Documents makes this interesting statement as to the scope of the information service rendered to the public:

While volume alone requires only a sufficient number of employees to handle it adequately, replying to requests that necessitate research work or the compilation of bibliographies, calls for a competency not usually implied in the idea of giving information. Teachers, publicists, and scientific investigators often call upon us to furnish bibliographies on special subjects. A teacher sometimes wishes to know all that has been published on the subject of secondary education; a publicist or bibliographer desires a list of publications on taxation; a technical man requests a list on electricity, etc.

The preparation of these lists requires considerable research work; together with a general knowledge which can be gained only through experience and a long study of Government publications, as the subjects and substances of many publications do not appear in the titles, and, of course, all finding lists, indexes, etc., deal with the titles as they appear on the title-page.

Another class of inquiries calls for knowledge of Government bureaus and their activities. We are frequently asked to advise as to what bureaus would be likely to make investigations along certain lines and report thereon. In such cases a correct answer often depends upon a thorough knowledge of special activities of bureaus whose work, to the casual observer, seems to overlap that of other bureaus.

This service to the public and various departments of the Government would not be possible if the Superintendent of Documents did

not possess the largest and most complete library of Government publications in existence. There are 350,000 Government books, pamphlets, and maps in the library, to which 20,000 additions were made in the last year. Unfortunately this priceless library, which could never be replaced, has to be stored in a fire-trap building where it is in constant danger of total destruction. Even in such an unsafe place the shelves of the main library are so crowded that countless publications are more or less injured by their continuous use for the rapidly increasing reference work. Furthermore, the warehouse, where the library overflow has been stored, is likewise packed full and practically inaccessible. Not only does the Documents Office stand in great need of additional space for its library, but it also has immediate need for more room for its tremendous book stock which numbers more than 30,000,000 publications.

#### HEAT, LIGHT, AND POWER FROM CAPITOL PLANT.

The outstanding work of the Buildings Division during the year was the re-equipment of the power plant and the construction of a concrete tunnel for steam pipes and an electric conduit so as to obtain all the heat, light, and power for the buildings of the Government Printing Office and the city post office from the Capitol Power Plant. This is said to be the most extensive central heating and power project ever undertaken in the city of Washington. The work was authorized by Congress in the appropriation act approved July 1, 1922. Contracts were let, after competitive bidding, for the necessary machinery and such parts of the work as could not be handled by the Buildings Division itself.

The Public Printer broke ground for the tunnel on September 29, 1922. The work has progressed steadily, so that it was possible to turn on steam from the Capitol Power Plant to heat the Government Printing Office and the city post office October 1, 1923. The first rotary converter was started on October 17, 1923, for the furnishing of electric light and power from the Capitol plant to the Government Printing Office. Since that time the boiler room of the Printing Office plant has been operated only in cases of emergency. It is planned to entirely dismantle the boiler and generating equipment of the old plant as soon as the new system is fully completed and operating with entire satisfaction.

#### STEAM TUNNEL ONE AND ONE-HALF MILES LONG.

The total length of the tunnel, steam piping, and electric conduit from the Printing Office to the Capitol Power Plant is approximately  $1\frac{1}{2}$  miles, which is estimated to be the longest distance that steam is carried in this part of the country for the purpose of furnishing heat to a manufacturing plant of anywhere near the size of the Government Printing Office.

To connect the Printing Office with the existing tunnel, which leads from the Senate Office Building to the Capitol Power Plant, three-fourths of a mile of the tunnel was constructed under contracts awarded by the Public Printer. The new portion of the tunnel is 5 feet wide and 7 feet high inside the reinforced concrete walls. The tunnel contains two 8-inch steam-pipe lines, one of which is



connected with a line already existing between the Senate Office Building and the Capitol plant and the other is an entirely new pipe line duplicating the one running from the Government Printing Office through to the Capitol plant.

The tunnel is of sufficient size for the installation of a conveyor whenever it may be deemed necessary to speed up means of communication and delivery between the Capitol, Government Printing Office, city post office, and the Senate and House Office Buildings. To reduce the loss of heat to a minimum, a special steam-pipe covering was installed, and the tests up to date show but little loss in the temperature of the steam, while the drop in pressure averages less than 10 pounds, notwithstanding the mile and a half of piping.

Two lines of three-conductor electric cable have been installed in the conduits adjacent to the steam tunnel and lead from the Government Printing Office to the Capitol Power Plant.

To electrify the power plant of the Government Printing Office in harmony with the Capitol plant, which produces alternating current, while all the motors of the Government Printing Office are of the direct-current type, there will be installed three synchronous converters of 1,500–2,250 kilowatts capacity each. One converter is already in operation and the others are awaiting the removal of old machinery and construction of new foundations. These converters will be sufficient to take care of the needs of the Government Printing Office for many years to come, as well as provide ample reserve for breakdown.

With this changeover it was necessary to install two electrically-driven air compressors, nine electric pumps, and three steam-driven vacuum pumps. All but three of the old boilers have been removed from the plant and sold and the remaining boilers will be taken out as soon as the new system is in full operation. Other machinery disposed of to make way for the new equipment included three generators which had been in operation for many years. A fourth will be disposed of when the changeover has been completed.

#### COST OF NEW EQUIPMENT FOR POWER PLANT.

The new power and heating equipment cost the Government Printing Office approximately \$330,000. From this is to be deducted the sum of \$8,000, received from the sale of the old generators, boilers, compressors, and pumps, and the expenditure of at least \$157,000 which would have been necessary at once for the purchase of new boilers. Several of the old boilers had been condemned by Government inspectors and as a matter of safety should have been replaced immediately if the Capitol Power Plant had not been authorized to take over the supply of steam for the Government Printing Office and the city post office.

The consolidation of the two power plants will save from \$35,000 to \$40,000 a year to the Government Printing Office in a reduction in its power-plant force and a discontinuance of the hauling of 15,000 tons of coal a year from the Government fuel yards. It will also make available for other purposes 6,784 square feet of floor space in the boiler and coal rooms.

As the Capitol plant obtains all its water for power purposes direct from the Potomac River, there will be a saving of a million gallons a



day of filtered water that the Printing Office power plant had to draw from the District water system.

An additional advantage of the connection is that in the event of a breakdown at the Capitol Power Plant it can at once connect this office with the Navy Yard plant, thus insuring a sufficient supply of electric current at all times.

The total cost of operating the electric power plant of the Government Printing Office during the fiscal year 1923, the last full year of its maintenance independent of the Capitol plant, was \$206,597.06, as compared with \$203,270.07 for 1922, an increase of \$3,326.99. Of this amount, \$52,592.20 is chargeable against the city post office for heat, light, and power, a decrease of \$4,711.88 chargeable to the post office for 1922. The net charge against the Government Printing Office, therefore, was \$154,004.86, an increase of \$8,039.95 over the preceding year, due largely to more extensive repairs and increasing use of power. The average cost per kilowatt hour was \$0.01656, a decrease of \$0.0001 from the previous year.

Electric output for the year totaled 4,809,291 kilowatt hours, an increase of 81,129 kilowatt hours over 1922. Of this output, the Government Printing Office required 3,287,732 kilowatt hours, or 153,772 more than the preceding year. The city post office used 1,521,558 kilowatt hours, a decrease of 72,643 for the year. The city post office also used 42,770,812 pounds of steam, or 2,099,226 pounds less than in 1922.

#### EXPENDITURES OF THE BUILDINGS DIVISION.

A decrease of \$9,124.64 was made in the expenditures for wages, salaries, leave and holiday pay of the Buildings Division, the total for 1923 being \$503,655.19 as against \$512,779.83 for the preceding year. The expense of the guard force is not included in these totals for either year. The expenditure for the machine shop increased \$19,605.39 on account of a larger force of machinists required by the extensive program of reconditioning machinery throughout the plant. The carpenter and paint shop also showed an increase of \$14,378.34 with a larger force to carry on necessary repairs and improvements. The engineer section operated with a decrease of \$14,989.09 in its expenditures for the year.

Except for the power plant, the Buildings Division was not engaged on such large operations as marked the preceding year, when the eighth-floor improvements were under way. However, there was a large number of minor jobs that kept the carpenter, paint, machine, electrical, and pipefitting sections busy throughout the year.

One of the larger tasks was the reconstruction of an old vault, little used for more than 20 years, into an up-to-date fireproof room for the files of the Public Printer, chief clerk, and purchasing agent. Specially constructed steel filing drawers were purchased for this vault at \$2,732.69 less than had been demanded by a General Supply Committee contractor for office filing cabinets which were entirely unsuited for permanent vault use.

#### REARRANGEMENT OF ADMINISTRATIVE OFFICES.

A rearrangement of several of the executive offices was undertaken near the close of the fiscal year and completed early in the fall. By

this change the Deputy Public Printer's office was moved to the third floor so as to be in closer touch with the Production Manager, Planning Division, Requisitions Review Board, and the Board of Inspection. The chief clerk's office was transferred to the space vacated by the Deputy Public Printer on the second floor and the Public Printer moved into the chief clerk's old quarters.

The room formerly occupied by the Public Printer was converted into a conference, library, and reception room, with direct access to the offices of both the Public Printer and the chief clerk. This room is also used for shop conferences, which the Public Printer holds weekly with all the foremen and supervising officials, and for the sessions of the Permanent Conference on Printing of which the Public Printer is chairman.

Another change in the executive offices was the transfer of the disbursing clerk's force to a new room adjoining the Division of Accounts where it is more conveniently located. The rooms of the Accounts and Planning Divisions have been rearranged and enlarged in accordance with modern business practices and now have a thoroughly up-to-date appearance with well arranged sanitary desks and other office equipment of suitable design. All of these changes have been in the interest of a better and more efficient transaction of the public business and will undoubtedly show good returns for the expenses incurred.

#### FLOOR SPACE INCREASED BY IMPROVEMENTS.

The building improvements of the last two years have added a total of 54,651 square feet to the floor area of the Government Printing Office, as well as making available several thousand additional square feet that had been practically useless for many years. Besides the additional floor space, 6,588 square feet were made available for recreational purposes on the roof of the new building. Much of the extra floor space, except for the new eighth floor, was secured by building and bridging over the court of the new building and the west driveway and by erecting mezzanine galleries for locker and filing spaces on several floors, including the first, second, third, and sixth. The passageways on all the floors are now utilized to the fullest extent as well as the center hall space at the front of the building. For the first time in its history, every square foot of the floor space in the new building is in use.

The buildings of the Government Printing Office have a total of 710,339 square feet, or about 16 acres of floor space. The total value of the buildings under the jurisdiction of the Public Printer is approximately \$4,000,000. Their upkeep in 1923 (including repairs, etc.) was \$78,508.45 for labor and material, an increase of \$21,533.27 over the preceding year. This represents an expenditure of 11.05 cents per square foot. Adding the cost of operating the sanitary force at \$69,702.10, and the power plant at \$154,004.86, the total maintenance cost for the year was \$302,215.41, or 42.54 cents per square foot of floor space.

In comparing this cost with the maintenance expense for Government office buildings, consideration should be given to the fact that the Government Printing Office is in reality a manufacturing plant and not simply an office building. The cost stated includes the entire expenditure for steam and electric current, fully 50 per cent of which



is used for manufacturing purposes. If proper deduction is made on that account, the cost per square foot of maintenance as an office building only would be 31.70 cents, which is considered a reasonable office building charge. This cost also includes the heating, lighting, and operation of the buildings at night when most office buildings are not in use.

#### CARPENTER AND PAINT SHOP WORK.

The carpenter and paint shop completed 692 new jobs or alterations during the year, ranging from boxes, tables, trucks, and cabinets to important construction work. Repair work averaged 24 jobs a day, or 7,512 for the year. Carpenter work called for the purchase of 222,211 feet of new lumber. As has been stated before, the carpenter shop also made 22,111 boxes, mostly for postal-card shipments, out of 234,891 feet of old lumber obtained from paper cases.

The chief machinist reports an average of 80 repair jobs done daily by the machine shop, making a total of 25,040 for the year. In addition, the shop worked on 502 alteration jobs. During the year the machine and blacksmith shops used approximately 3,500 pounds of discarded material, such as machine steel, iron, brass, bronze, lag and machine screws, bolts and nuts, on jobs for which new material otherwise would have been required.

Although comparatively a minor task, the machine shop has taken over the stripping of discarded zinc and copper etchings from their wooden block bases. Two laborers, with the aid of a machine, strip off enough plates in three days to fill a barrel, whereas it formerly took from two to three months to do the same amount of work by hand.

The electrical section completed 18,170 jobs during the year and in addition had general supervision over the installation of the new electrical equipment of the power plant. This new equipment will add greatly to the work of the electrical section when the power improvements under way are fully completed.

The engineer section, including the plumbers, steam fitters, and sheet-metal workers, handled 11,185 jobs, with an average of 35 repairs daily throughout the year.

#### LAUNDERED 904,723 TOWELS IN A YEAR.

The sanitary section, which has charge of the cleaning of the buildings, also operates the shop laundry. During the year the laundry washed 904,723 hand towels, so as to provide each employee with a clean towel every working day. It is estimated that this laundry work saved the Government \$3,618.89 as compared with the commercial charge for the same amount of work. In addition, the laundry washed 12,990 pounds of cleaning rags, which would otherwise have been thrown away, thereby saving \$1,169.10 in the expenditure for new rags.

Due to the increased activity of the sanitary section, the buildings are kept cleaner than ever before, the office receiving many compliments on its neat and orderly condition. Since the eating of lunches in the workrooms has been discontinued and the delivery of filthy waste paper and refuse from the departments has ceased, the sanitary

condition of the entire plant is greatly improved. This, of course, has been especially beneficial to the health of employees who now work in as wholesome an atmosphere as can be found in any industrial plant in the world.

The cafeteria, which is operated by a voluntary association of employees, is well patronized by from 2,100 to 2,600 persons daily with a total of approximately 780,000 customers for the year. In addition, approximately 500 employees carry their own lunches to the cafeteria, where they are welcome to enjoy all its privileges, the same as those who purchase their food at the serving counters. Including the four bowling alleys and other recreational activities, the association reported gross receipts of approximately \$200,000 for the year. Out of its receipts the association paid for a number of improvements and replacements to equipment and had a small surplus left at the end of the year.

#### ENTERTAINMENTS HELD IN HARDING HALL.

Harding Hall, which is on the same floor with the cafeteria, was the scene of numerous enjoyable entertainments given by the employees. This diversion has added much to their interest in the office, thereby greatly improving the morale of the entire establishment. One of the most delightful affairs of the year was the Christmas entertainment provided by the association for the children of employees. More than 1,500 children, with their parents, enjoyed this rare treat. Another event of the year in Harding Hall was the reception tendered Members of Congress, which was attended by more than 100 Senators and Representatives, who enjoyed the hospitality of the cafeteria association. Harding Hall was the scene also of a brilliant entertainment given in honor of the United Typothetæ of America and the Employing Bookbinders of America, who, with their ladies and friends, came 1,600 strong to participate in the pleasures of the hall and the cafeteria.

An excellent orchestra, composed entirely of employees, adds much to the happiness that comes from entertainments in Harding Hall. This orchestra also plays for employees during the lunch periods every Friday, thereby adding pleasure to both the day and night forces, who go back to their tasks after these informal concerts with a smile and a cheer that are readily reflected in the increased efficiency of a happy and contented lot of employees.

#### SHOP HOSPITAL HELPFUL TO EMPLOYEES.

The good care that the Government Printing Office takes of its employees is shown also in the humanitarian work of its emergency hospital. Immediate medical and surgical attention is provided for all employees who may be injured or taken sick while on duty. Under a new procedure, every person receiving an appointment is required to pass satisfactorily a physical examination before assignment to duty. Employees requesting an extension of time beyond their regular retirement period must likewise pass a physical examination before extension can be considered. These examinations are not only a protection to the Government against physically incompetent employees but also render a real service to the employee himself by



preventing his assignment to a duty which he may not be physically fit or able to perform. During the year the medical staff of two physicians and three nurses examined 343 persons applying for appointment and 123 employees who were eligible for retirement. In addition, 61 employees of the cafeteria were regularly examined as to their fitness to handle foodstuffs served to the employees of the office.

Treatments were given to 6,786 sick and injured persons during the fiscal year 1923, an increase of 2,205 over the preceding year. Of these treatments, 2,586 were surgical, requiring 2,809 re-treatments, and 4,260 were medical cases. The surgical cases included 641 lacerations, 406 contusions, 234 incised wounds, 112 punctured wounds, 154 burns, 223 infections, 377 removals of foreign bodies—such as particles of lead and iron—177 sprains or strains, and 5 fractures; 56 cases were reported to the United States Employees' Compensation Commission; 14 employees were sent to the United States Public Health Dispensary for additional treatment, mostly X-ray examinations, and 2 to the Veterans' Bureau.

Thirty-two contagious cases were reported, but, due to the care and promptness with which they were handled by our medical and sanitary officers, no disease spread among employees from these cases. Two deaths occurred in the office, one from acute dilatation of the heart and the other from cerebral hemorrhage.

#### ABSENTEEISM REDUCED BY HOSPITAL REPORTS.

A new regulation was put into effect by which an employee absent for three or more days on account of illness is required to report to the hospital for examination or investigation before he is permitted to return to duty. The employee is thus safeguarded in that he is not allowed to resume work until found physically able to do so. His fellow employees are also protected against contagion or infection that might otherwise be brought into the workrooms by a careless employee.

These examinations by the medical officers have materially reduced absenteeism. Although the employees of the Government Printing Office do not have any sick leave such as is granted by law to employees of the executive departments, the number reporting "sick" is a serious problem in the proper organization and planning of the daily work. The record of absentees from November 19, 1922, when the hospital report plan was put into effect, to June 30, 1923, shows that 5,251 reports of personal illness, injury, and illness in family were made by employees of the Government Printing Office. Of these reports 816 were made in person, 3,405 by telephone, 87 by letter, and 943 by messenger.

As a part of our cooperative program, the hospital has undertaken the treatment of employees of the neighboring city post office who may be injured or taken ill at times when the post office emergency room is closed or unable to handle the case. Since these treatments were started on November 1, 1922, our physicians handled 114 post-office cases up to June 30, 1923.

The physicians in charge of the hospital are also sanitary officers and devote considerable time to the important duty of seeing that the plant is kept clean and sanitary from cellar to roof (there is no

attic, for that formerly bug and rat infested place has been turned into the sunshine cafeteria and airy recreation hall). The cafeteria and its kitchens are daily inspected by the medical and sanitary officer who makes certain that only wholesome food is served to the employees in a clean and suitable manner.

#### BETTER VENTILATION THROUGHOUT PLANT.

In the interest of health and physical comfort an extensive ventilating system was constructed for the basements and plate vaults underneath the sidewalks and better lighting facilities provided in those heretofore dark and dingy places, as well as elsewhere throughout the works. Special attention is given to ventilation, and every effort made to keep the workrooms supplied at all times with fresh air of a proper temperature. Better and increased toilet facilities have been installed.

All the washrooms have been equipped with liquid-soap systems, having outlet valves for the individual washstands. This has done away with the insanitary cakes of soap and at the same time has insured an adequate supply at all times of good soap in washrooms, where cakes of soap had been disappearing at a rapid rate.

Construction of several large balconies or mezzanine floors for lockers provided cleaner and more secure places for the hats and wraps of employees. Many old, insanitary lockers have been replaced or repaired and before long it is planned to have clean steel lockers for the use of all employees.

As promptly as possible dilapidated and tiresome chairs, desks, and tables are being replaced with more suitable equipment, so that employees may work under better conditions and with less physical strain. In so doing the Government will be amply repaid for the kindly interest in the welfare of its employees through their increased ability to render a fair day's work without unnecessary fatigue.

#### THE APPRENTICESHIP SYSTEM RESTORED.

With the growing shortage of competent craftsmen, it was vitally important that the Government take prompt steps to train some of its own employees so that the work of this office might be carried on in a proper manner by adequately trained journeymen. Therefore the present Public Printer decided to restore the apprenticeship system which had been abandoned by the Government Printing Office more than 30 years ago. During that long period not a single apprentice was appointed by the Government Printing Office, which had to obtain all its skilled craftsmen from commercial plants, where they were trained at private expense.

It would serve no good purpose to discuss the selfish and short-sighted reasons why the Government Printing Office was not permitted to train its own workmen, but the fact is that the law of 1895, which permitted the employment of 25 apprentices, was not taken advantage of by any Public Printer until the past year. After having an adequate course of training prepared for the various branches of the printing and allied trades, the maximum number of apprentices was appointed through civil-service examination and the school began a work which it is hoped the Government will never discontinue again.



One hundred and sixty-two boys from various parts of the United States took the first apprenticeship examination, and of that number 118 qualified for appointment, including 20 messenger boys in the Government Printing Office.

Encouraged by the widespread interest in the school and its successful beginning, the Public Printer decided to make every effort to have Congress remove the limitation on the number of apprentices that may be employed in the Government Printing Office. By the act of February 20, 1923, Congress approved the Public Printer's recommendation to remove the almost prohibitive restriction on the employment of apprentices in the Government Printing Office and authorized the training of 200 young persons for the skilled trades. The former restriction of 25 apprentices was grossly unfair to the Government Printing Office, which, if it had been a private establishment, would have been entitled under customary trade rules to at least 200 apprentices.

#### BOYS ANXIOUS TO LEARN WORTH-WHILE TRADES.

The second examination for apprentices was held on July 11, 1923, and 104 boys entered the competition. Of this number 84 qualified for apprenticeship either as printers, pressmen, bookbinders, electrotypers, stereotypers, photo-engravers, or machinists. From the second list of eligibles 58 additional appointments have been made, bringing the total number of apprentices in the office up to 82, of whom 68 have elected to learn the trade of printer, while the others have been assigned as follows: Electrotypers, 6; stereotypers, 2; pressman, 1; photo-engravers, 3; bookbinder, 1; and machinist, 1. It is proposed to increase the number gradually until approximately 200 apprentices are in training.

All appointments of apprentices are made through open competitive examinations held by the Civil Service Commission and are based upon the ratings obtained in such tests. The subjects for examinations include spelling, penmanship, copying, letter writing, arithmetic, physical ability, education, training, and experience. Credit is given for education above the eighth grade and for any previous training which would tend to qualify for the position sought.

The education of the apprentice is not permitted to stop, however, with the school knowledge he may have acquired before appointment. The apprentice is required to attend night school in addition to his daily work in the Government Printing Office. Arrangements have been made with the Washington school authorities to give each apprentice instruction in the educational subjects he especially needs. It is a matter of great pride to the office that in three debates held by the McKinley Manual Training School last year the winning teams were recruited largely from our apprentices.

#### APPRENTICES MUST BE PHYSICALLY FIT.

The physical as well as the mental attainments of the apprentices are carefully supervised. Each applicant must be physically sound, of good health, and have excellent eyesight, as determined by competent medical examination both at the time of his application and

immediately upon his entry on duty. The medical officer also examines each apprentice at regular intervals to make sure that he is keeping physically fit throughout his course of training.

That the boys are keeping active and fit thus far is shown by the fact that the junior baseball team, composed largely of apprentices, won the junior interdepartmental championship for the second year in succession, losing only one game throughout the entire season.

In order to impress the apprentices with the seriousness of their undertaking, a formal indenture is signed by each boy and his parent or guardian and by the Public Printer. By the indenture, the apprentice agrees faithfully to complete four years at his trade. He also subscribes to these agreements:

That he will not absent himself from his place without previous permission unless compelled by sickness or other unavoidable reason.

That he will be prompt and regular at his work, and will strive to perform, to the best of his ability, the work required of him.

That he will neither waste the goods, nor needlessly injure or destroy any machinery, tools, or other property that may be put in his hands or under his control.

That he will use his best efforts to complete such work as may be given to him to the satisfaction of said Government Printing Office.

That he will faithfully observe the courses of study, and endeavor to learn therefrom to the best of his ability, with a view to preparing himself for examination from time to time; the satisfactory passing of the various examinations being understood to be one of the conditions of his advancement.

A careful record is kept of the progress of each apprentice, and a certificate of proficiency must be obtained from his instructor for each six months' period before the boy is entitled to promotion to the next grade. The ratings for this certificate are based upon punctuality, industry, intelligence in work, effort, studiousness, and general conduct.

#### SCHOOL ROOM FOR PRINTER APPRENTICES.

A special school room has been provided for the apprentices and suitably equipped with cases of type, each boy having his own frame. The apprentice room has also been provided with imposing stones, proof presses, Gordon press, and a full complement of job type. The section is in charge of competent instructors, under whom the printer apprentices receive their first training. As the boys progress they are detailed in turn to the job room, proof room, press room, machine composing rooms, and the Planning Division, where they receive training as part of the regular working forces under the direction of the heads of the various branches and the general supervision of their permanent instructors.

The apprentices to other trades, such as bookbinding, presswork, photo-engraving, electrotyping, and stereotyping, receive all their vocational instruction in their respective divisions. In addition, these boys also have the same general instruction as the printer apprentices.

The prepared courses of instruction provide for four years of intensive training in each trade. In the printer's course, for instance, bookwork has been allowed 15 months, divided into 6 periods. The first month's time is given to learning the lay of the case. To make certain that the boy thoroughly understands the case, he is required to draw from memory the correct layout of the upper and lower cases before he is allowed to set type. For patriotic motives the



boy's first copy consists of Washington's Farewell Address, Jefferson's Eulogy of Washington, Lincoln's Gettysburg and Inaugural Addresses, and the Star Spangled Banner. These are interspersed with copy designed to instruct the boy in the art of spacing, capitalization, punctuation, and justification. In the interest of office discipline each apprentice is also required to set up his own copy of the shop rules. As the apprentice progresses, he is given "live copy," beginning with straight matter and followed by intricate work and tabular matter.

#### PRODUCTIVE WORK BENEFITS OFFICE.

While the office will always consider its first duty to the apprentices to be that of making them competent craftsmen, nevertheless, Uncle Sam has some compensation at the same time. From July 5, 1922, to September 1, 1923, the 25 printer apprentices then at work set 1,430 galleys of chargeable type and devoted 2,200 hours to breaking up pages and 278 hours to breaking up forms. In addition these boys served three weeks in the proof room and two weeks in the press room doing practical work. The result is they are thoroughly versed in plain and tabular type work, proof marks, making-up, distribution, and in the care of cuts and the setting of legends for same.

Evidence of the work performed by the printer apprentices during their first 15 months of training may be found in a number of technical Smithsonian publications.

The first class of printer apprentices is receiving the next period of training, which consists of 12 months of job work. During this period they are taught the use of display type and spacing. On completion of the job work course, a period of seven months will be given exclusively to imposition or stone work. This will include the imposing of type and patent blocks for press beds.

The apprentices will be taken to the Platemaking, Presswork, and Bindery Divisions in due course to acquaint themselves with the sequence of operations necessary to the finished product. This will complete 34 months of training. Six months will then be used for instructing the printer apprentices as to the operation of either linotype or monotype machines. Each boy will be assigned a month on each machine and will then be given four months' additional training on either the linotype or monotype keyboard, as he may prefer. The course concludes with three months of proof reading and revising, three months of estimating and jacket writing, and two months of press revising.

#### NOTED PRINTERS ADDRESS THE CLASSES.

In addition to the regular course of instruction, addresses and lectures on subjects of special interest to all the apprentices are given whenever the opportunity and speakers are available. For instance, Mr. Norman T. A. Munder, the noted master printer of Baltimore, has given several highly instructive and greatly appreciated talks to the boys. Mr. Charles Francis, one of the foremost printers of New York City, also addressed the apprentices recently. Mr. Frederic W. Goudy, the famous designer of types, has visited the office and manifested generous interest in the school. Included in

the regular course of lectures will be talks by the chief of tests on paper making for the purpose of teaching apprentices how to distinguish different kinds and grades of paper and determine their suitability for various styles of printing.

Aside from the unexcelled opportunity to render a real service to disabled war veterans who may desire vocational training in the various trades of the Government Printing Office, the greatest pleasure that has come to the Public Printer from the apprentice school is the bright prospect it opens up to a group of Government employees for whom the future heretofore had offered little or no encouragement. This came about through the Civil Service Commission authorizing the Public Printer to promote messenger boys to be apprentices on passing a noncompetitive examination. In other words, due to the fact that the boys are already in the service of the Government Printing Office, they may be given preference for appointment as apprentices. This is especially helpful in that it makes available for training a desirable lot of boys who already have had considerable experience in various parts of the big shop and have a somewhat definite idea of the trade they desire to follow.

#### WAY OPEN TO ALL FOR ADVANCEMENT.

The Civil Service Commission has also approved the recommendation that an apprentice, on completing satisfactorily his four years of training in the Government Printing Office, may be promoted to journeyman in the trade for which he has qualified without further civil-service examination. The way is thus open for an ambitious boy in the Government Printing Office to advance from the lowest grade of messenger to that of Deputy Public Printer.

It is to be hoped that some day the position of Public Printer will not be regarded as a political appointment and that politics will be barred forever from a strictly business institution like the Government Printing Office. It will then be possible for a boy in the Government service to look forward to the time when he may, through meritorious promotions, become the head of the greatest printing plant in all the world.

To aid war veterans, the Civil Service Commission, upon the recommendation of the Public Printer, waived the 20-year age limit for apprentice applicants who are entitled to preference because of military or naval service. Every war veteran who has qualified for appointment as an apprentice has been placed in training, and 10 are taking the regular apprenticeship courses.

#### VOCATIONAL TRAINING FOR VETERANS.

In addition to the regular apprentices, the Government Printing Office is also training a number of disabled veterans placed by the Veterans' Bureau for vocational instruction. This is a phase of the work in which the Public Printer is especially interested, as the Government Printing Office affords the best opportunity in the world for a war veteran to learn a worth-while trade.

The Government Printing Office is ready and willing to give the American veteran all the instruction and experience necessary to make him a really skilled craftsman. Unfortunately, and no doubt



unavoidably at first, many veterans were given vocational training elsewhere which was inadequate and in no way fitted them to earn suitable livelihood. However, the Veterans' Bureau has recognized the excellent facilities offered by the Government Printing Office to the heroic men who deserve fully as much success in peace as they had in war. Vocational training has been given to 11 disabled veterans since this work was undertaken and two of this number have qualified for permanent appointments in the office. There are now 6 trainees of the Veterans' Bureau under instruction in the plant. Besides these trainees, there are 418 war veterans regularly employed throughout the office, 2 being veterans of the Civil War, 107 of the Spanish-American War, and 309 of the World War, 3 of the latter being women.

In commendation of the vocational training that the Government Printing Office has made available to disabled veterans, the manager of the Washington district of the Rehabilitation Division wrote the Public Printer as follows, under date of September 10, 1923:

The Veterans' Bureau wishes again to thank the Government Printing Office for its cooperation and universal courtesy toward the bureau and its representatives, and hopes that if the occasion arises again that you will be willing to take other men in training. The Veterans' Bureau believes the Government Printing Office is giving our men good training and cooperation in every manner.

#### TRAINING SCHOOL FOR MACHINE OPERATORS.

Still another feature of the Government's program for the training of skilled workmen is to be found in the school for linotype operators, which is open to compositors who desire to qualify as machine operators. These men are permitted to practice on their own time, especially at night, when there usually are a number of idle machines available. During the year 20 men have attended the practice school, and of this number 10 have qualified as operators.

The linotype school has been of especial advantage in the training of competent operators, of whom there is a serious shortage, owing to the rapid increase in the use of typesetting machines throughout the country.

The school has given an opportunity also for change of occupation to a number of men who otherwise would have had little prospect for advancement in their chosen grade. Some of these men had become tired of doing the only routine work for which they were qualified before the operators' school opened up a new field of activity.

Notwithstanding all these efforts to train properly its own craftsmen, the Government Printing Office is in need at this time of additional competent workmen, especially in the printing trades. This condition is likely to continue for several years, at least until the apprentices and veteran trainees begin to qualify as journeymen.

#### DIFFICULT TO RETAIN SKILLED CRAFTSMEN.

With the present wage scale as fixed by law it has been impossible to retain some of the best workers or to attract enough other properly skilled men to fill their places. During the year 269 printers, including 108 linotype operators, 64 compositors, 32 monotype keyboard operators, and 44 proof readers left the service of the Government

Printing Office, some of them going reluctantly to accept higher wages offered elsewhere. Of the printers who left the service during the year, 65 were retired on account of age or disability. Since the retirement law became effective on August 20, 1920, 167 printers have been retired to date. There are still 48 printers past the retirement age in the office, their requests for extensions having been granted by the Public Printer on account of the needs of the service.

The net loss of printers during the year was only 145, inasmuch as 124 new appointments were made, consisting of 76 linotype operators, 33 monotype keyboard operators, and 15 compositors. A number of these appointees, however, were below the standard of efficiency that should be maintained in the Government Printing Office. It was necessary, nevertheless, to employ some less efficient printers and to retain others likewise not up to the standard in order to keep the work of the office progressing in a satisfactory manner. In compliance with the law, the Public Printer reported to the Bureau of the Budget on September 28, 1923, that the number of employees below a fair standard of efficiency included 25 compositors, 10 linotype operators, 35 monotype keyboard operators, and 32 proof readers, some of whom may have to be retained, however, until they can be replaced by more capable workmen.

With an adequate scale of wages the office can be manned with the most efficient workmen in the country. Aside from the present wage as fixed by law, working conditions in the Government Printing Office are regarded as superior to any other industrial plant wherever located.

#### CREDIT TO LOYAL AND INDUSTRIOUS EMPLOYEES.

That the Government Printing Office had made the fine record as set forth in this report for the year 1923 is due to the splendid loyalty and industry of most of the men and women of all trades who have "stuck by the guns," even at a serious financial sacrifice to themselves and their families. I am glad to give those faithful employees every credit for their fine spirit of cooperation and service to the Government. It is earnestly hoped that Congress will early in this session show its appreciation of such devotion to duty by providing a means for the prompt readjustment of the wages of all skilled and unskilled workers in the Government Printing Office.

It is unfair to ask why employees do not go elsewhere and take advantage of higher wages that may be offered them in commercial offices. Many of these good people have homes in Washington and children to educate. Like most persons working for comparatively small salaries they have had to buy homes on the installment plan and pay excessive prices if they would on the other hand escape the outrageously high rentals exacted by the local real estate combine. Many employees of this office can not leave Washington except at a heavy financial loss and a serious disturbance in their family life. So they have remained here, hoping that the Government would be at least as fair to its employees as the private employer is with his workmen.

#### WAGES INCREASED FOR MANY EMPLOYEES.

As far as it is within the power of the Public Printer, an effort has been made to readjust wages in the Government Printing Office to



meet present conditions. In fact, during the last two years the compensation of 1,399 employees has been increased by \$269,417 per annum. The rate of pay for approximately 35 per cent of the employees—that is, pressmen, bookbinders, and printers—is definitely fixed by law and can not be changed except by act of Congress.

In accordance with the recommendation made by the Public Printer in his annual report for 1922, a collective bargaining wage bill was reported favorably to the House by the Committee on Printing at the last session of the Sixty-seventh Congress. The bill, unfortunately, failed of consideration in the closing duties of Congress, and a large number of employees were thus denied an opportunity to have their wages increased.

For consideration by the Sixty-eighth Congress an employees wage bill was drafted at the conference between the Public Printer and a joint committee of nine members, three each being selected for that purpose by the pressmen, printers, and bookbinders employed in the Government Printing Office. The employees bill is similar to the bill reported by the House Committee on Printing in the last Congress except that the new measure contains more specific provisions as to the right of employees to be represented by a committee of their own selection in wage conferences with the Public Printer and the privilege granted either party of appealing to the Joint Committee on Printing for final decision.

The new bill was agreed to unanimously by the committee representing the pressmen, printers, and bookbinders, and also received the approval of the Public Printer. This action received the unanimous indorsement of Printing Pressmen's Union No. 1 at its regular meeting on November 26, and the two local unions, Nos. 4 and 42, of the International Brotherhood of Bookbinders, at their meetings on November 14 and 19, respectively. The printer members of the committee that conferred with the Public Printer sent the bill to a vote of their fellow craftsmen in the office, the result being 386 votes in favor of the bill and 506 against it.

#### BILL INDORSED BY MAJORITY OF EMPLOYEES.

Inasmuch as the proposed bill affects not only the three principal printing trades, but also all the skilled and unskilled workers in the office, other employees were invited to express their opinion as to the collective bargaining plan for the readjustment of their wages and compensation from time to time. The voluntary responses were prompt and decisive. Among the groups of employees that have formally indorsed the bill are the Electrotpe Molders and Finishers Union No. 17, Pressfeeders' Union No. 1, stereotypers, machinists, type machinists, electricians, plumbers, steamfitters, sheet-metal workers, blacksmiths, carpenters, painters, bindery workers, folding-machine operators, helpers, and various other grades of skilled and unskilled workers.

The bill, therefore, has received the approval of a very large majority of the employees in the Government Printing Office who are affected by its provisions. In fact, the printers are the only group in the entire shop to vote against the plan of collective bargaining as proposed by the bill. The printers constitute less than a fourth of the total number of employees and a considerable part of

even that minority expressed themselves in favor of the bill as agreed to by their committee, the referendum vote against the measure having only 120 majority out of a total of 892 votes recorded.

Accordingly, the employees wage bill was submitted by the Public Printer to the chairman of the House Committee on Printing, Mr. Kiess, who accepted its provisions and introduced the bill (H. R. 506) on December 5. The House Committee on Printing, having held hearings on the same subject only a few months ago and realizing that a prompt readjustment of wages was highly essential to the efficient operation of this office especially during the present session of Congress, gave the bill immediate consideration and has already submitted a favorable report thereon. As a matter of fact, the bill was the first one to be reported to the House in the Sixty-eighth Congress.

#### COMMITTEE REPORT FAVORING WAGE BILL.

House Report No. 1 so well sets forth the argument in favor of the employees bill that liberty is here taken to quote from it in part as follows:

The Committee on Printing, to which was referred the bill (H. R. 506) to authorize the Public Printer to fix rates of wages for employees of the Government Printing Office, having had the same under consideration, report it back favorably, with the recommendation that the bill do pass. A similar bill, after due hearing, was reported favorably to the House near the close of the last Congress, but did not receive further consideration owing to the pressure of other legislative business at that time.

The bill is as follows:

*"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Public Printer may employ, at such rates of wages, including compensation for night and overtime work, as he may deem for the interest of the Government and just to the persons employed, such journeymen, apprentices, laborers, and other persons as may be necessary for the work of the Government Printing Office; but he shall not, at any time, employ more persons than the necessities of the public work may require: Provided, That the rates of wages, including compensation for night and overtime work, for more than ten employees of the same occupation shall be determined by a conference between the Public Printer and a committee of employees selected by the skilled trades affected, and the rates and compensation so agreed upon shall become effective upon approval by the Joint Committee on Printing and shall not be subject to change oftener than once a year thereafter; if the Public Printer and the committee representing any skilled trade fail to agree as to wages and compensation either party is hereby granted the right of appeal to the Joint Committee on Printing, and the decision of said committee shall be final.*

"SEC. 2. All acts or parts of acts in conflict with the provisions of this act are hereby repealed."

The wages of all printers, proof readers, pressmen, and bookbinders employed in the Government Printing Office are now fixed by the act approved August 2, 1919 (41 Stat. 272), and the pay of all the other mechanics and laborers is determined by the Public Printer under authority of section 49 of the printing act approved January 12, 1895 (28 Stat. 608). Thus the compensation of 35 per cent of the employees of the Government Printing Office is definitely fixed by law and that of 65 per cent is determined by the Public Printer. In other words, Congress fixes the wage of the printer who sets the type, but the Public Printer determines the pay of the stereotyper who makes a plate of the type form; Congress fixes the pay of the pressman who prints from this plate, but the Public Printer determines the pay of the machinist who keeps the press in repair; Congress fixes the pay of the bookbinder who operates a machine, but the Public Printer determines the pay of the skilled laborer who also operates a bindery machine.

The committee is of the opinion that this is an unbusinesslike procedure and that in fairness both to the Government and the employees the wages of all journeymen, apprentices, and laborers employed in the Government Printing Office



should be determined in the same manner and not fixed partly by Congress and partly by the Public Printer. It would be a difficult task for Congress to fix by law from time to time such wages as would be just to the score or more of trades and the numerous groups of each trade employed in the Government Printing Office. Therefore the committee has decided to recommend that the wages of all the work forces in the Government Printing Office be determined by the Public Printer, as he now does for almost two-thirds of the employees in that great establishment.

The Printing Office is the only industrial establishment of the Government that has the wages of even a part of its working forces specifically fixed by law. In the Bureau of Engraving and Printing the wages of all its mechanics and skilled laborers are determined by the director with the approval of the Secretary of the Treasury. The wages of all navy-yard employees are adjusted by a wage board with the approval of the Secretary of the Navy. To secure an adequate number of efficient workmen at all times, it is as necessary for the Government as it is for the private employer to be able to meet changing conditions with corresponding readjustments of wage scales. It is just as unfair to obligate the Government by law to pay an excessive wage in times of business depression and lower costs of living as it is impossible at other times to obtain enough efficient workmen to operate successfully a manufacturing plant like the Government Printing Office at wages much less than they can command elsewhere. Accordingly, the Public Printer, or some other agency, should have the authority to readjust wages for the Government Printing Office from time to time, the same as can now be done for every other industrial plant either under Government or private control.

The committee does not believe, however, that such a large power over public expenditures should be vested in any one officer without some suitable restriction or supervision. Accordingly, the bill provides that all rates of wages and compensation fixed upon by the Public Printer, except for groups of less than 10 employees of the same occupation, shall not be effective until approved by the Joint Committee on Printing, and gives the right of appeal to and hearing before the committee. This restriction applies, not only to the additional employees whose wages the bill proposes shall hereafter be determined by the Public Printer, but also includes the greater number of employees whose wages may now be fixed by the Public Printer without the advice or consent of any other agency of the Government. The bill, therefore, provides a far better safeguard as to the expenditure of public funds than is possible under the present practice whereby the Public Printer is not required to obtain the approval of anyone else in deciding whether to increase or decrease a pay roll already amounting to approximately \$6,000,000 a year, nearly two-thirds of which is expended for wages fixed by the Public Printer.

The committee has with some reluctance proposed that the authority to approve the wages of employees of the Government Printing Office be vested in the Joint Committee on Printing, inasmuch as the members of the House Committee on Printing are also members of the joint committee, which was created by act of Congress. Congress has conferred on the joint committee broad powers as to its supervision over the Government Printing Office. Ever since the establishment of the Government Printing Office the Joint Committee on Printing has, by authority of law, fixed upon standards and awarded the contracts for all the paper purchased by the Public Printer. This alone involves an expenditure of approximately \$4,000,000 annually. In fact, the Joint Committee on Printing in this and numerous other matters really acts as a board of directors for the Government Printing Office. It seems fitting and proper, therefore, that the joint committee should also have the same supervision over the expenditures of the Public Printer for wages as it has over the purchases of paper and other materials required in the public printing and binding.

So as not to hamper the Public Printer in emergencies and also not to burden the committee with minor details, the bill provides that the compensation of groups of 10 or fewer employees of the same occupation may be fixed by the Public Printer without the approval of the committee. This is to provide for the employment from time to time of small numbers of mechanics and laborers, such as carpenters, plasterers, bricklayers, pipe fitters, electricians, firemen, etc. It would not be worth while for the committee to pass upon the wages of such small groups, and these details can as well be left to the judgment of the Public Printer as at present.

Provision is made in the bill that the Public Printer and the Joint Committee on Printing in determining wages may also fix upon the additional compensation to be paid for overtime and night work. The law (sec. 39, act of 1895; 28 Stat.

607) provides that the night rate for employees of the Government Printing Office shall be 20 per cent in addition to the day rate of pay. This may or may not be a fair and reasonable compensation for nightwork, depending as it must upon whatever rate of pay is allowed for daywork. The committee is of the opinion that in determining wages the Public Printer ought to have the same opportunity to fix rates for both day, night, and overtime work as has the private employer and other establishments of the Government, like the Bureau of Engraving and Printing and the navy yards. Accordingly, the whole subject of day, night, and overtime rates should be considered whenever wage readjustments are to be made.

To insure stability of wages and to provide time for Congress to act, in case it so desires, before any further change could be effected after a wage readjustment has been made as authorized by the bill, the Public Printer and the employees are restricted from proposing a new wage scale oftener than once a year.

Aside from the changes indicated above, the bill is a substantial rewriting of section 49 of the printing act approved January 12, 1895 (28 Stats. 608), which reads as follows:

"The Public Printer may employ, at such rates of wages as he may deem for the interest of the Government and just to the persons employed, such proof readers, laborers, and other hands as may be necessary for the execution of the orders for public printing and binding authorized by law; but he shall not, at any time, employ in the office more hands than the absolute necessities for the public work may require."

By authority of the foregoing law the Public Printer now determines the wages of all mechanics and laborers employed in the Government Printing Office, with the exception of the three principal printing trades, whose wages are fixed by the act of August 2, 1919 (41 Stat. 272), as follows:

"That on and after the passage of this act the pay of all printers, printer-lino-type operators, printer monotype-keyboard operators, makers-up, copy editors, proof readers, bookbinders, bookbinder-machine operators, and pressmen employed in the Government Printing Office shall be at the rate of 75 cents per hour for the time actually employed."

The committee at the last session of Congress had under consideration numerous bills proposing large increases in wages for printers, pressmen, and bookbinders employed in the Government Printing Office. Hearings were held on these bills and the statements submitted were given careful consideration. A compilation of the wages asked by the employees shows that the enactment of the specific wage bills would mean a total increase of approximately \$980,000 a year for 1,500 out of the 4,000 employees of the Government Printing Office. In addition thereto the Public Printer would undoubtedly have to readjust the wages of other employees to correspond with whatever increase might be granted by Congress. This would mean a further enlargement of the Government Printing Office pay roll by several hundred thousand dollars a year.

In view of the large increases requested, the committee and the Public Printer came to the conclusion that they did not have sufficient information to make any definite wage recommendation for the consideration of Congress. It is also evident that Congress likewise will not have the time or means at its disposal to consider the real merits of any specific or detailed wage bill.

Consequently the committee most urgently recommends the prompt consideration of this bill so as to insure all the working forces of the Government Printing Office an opportunity to have their rates of pay properly readjusted whenever occasion demands.

#### PUBLIC PRINTER'S LETTER TO TYPOGRAPHICAL UNION.

The views of the Public Printer in support of the principle of collective bargaining as against the arbitrary method of fixing a workman's compensation by law are stated in the following communication which he addressed to the secretary-treasurer of the International Typographical Union on October 2, 1923:

This office is in receipt of your letter of September 8, transmitting copy of resolutions relating to wages of printers in the Government Printing Office as adopted by Columbia Typographical Union No. 101 on July 15, and approved by the Atlanta Convention of the International Typographical Union on August 15, 1923.



I observe that the resolutions pledge the full support of the International to Columbia Union in its effort to have Congress enact into law a bill which arbitrarily prescribes the wages of printers employed in the Government Printing Office.

Without discussing at this time the question of a wage increase, I desire to say that I am opposed to fixing the compensation of any skilled trade by legislative enactment, whether by the Congress of the United States, a State legislature, or a municipal council. I wonder whether the locals who may have indorsed the resolutions proposed by Columbia Union would prefer to have their own wage scales determined by a State legislature or town council instead of by direct negotiation with their employers?

It may be of interest that in the last 30 years barely half a dozen increases have been granted by Congress to printers employed in the Government Printing Office, and that, together with pressmen and bookbinders, whose wages are also fixed by law, they are receiving the lowest pay of any skilled trade in this office. The wages of all other skilled trades, including stereotypers, electrotypers, photo-engravers, machinists, electricians, carpenters, and metal workers are determined by the Public Printer in accordance with changing conditions. Thus it is that these groups have enjoyed substantial increases in recent years, while the compensation of printers has stood still since 1919, the last time that Congress granted them an advance. Therefore, in fairness to the men and in conformity to the general practice of the trade, I do not feel that the fixing of wages by law is the proper way to settle a matter of such vital importance to the life and welfare of every workman.

I am, however, heartily in favor of a bill providing that the wages of all workmen in the Government Printing Office shall be under the jurisdiction of the Public Printer. At present printers, pressmen, and bookbinders, whose wages are fixed by law, comprise approximately 35 per cent of the skilled trades employed in this office, while those whose wages are determined by the Public Printer constitute 65 per cent of the working force. To insure an equitable adjustment of the wages of all employees, their compensation should be regulated in the same manner; that is, either specified by act of Congress or adjusted by the Public Printer in conformity with trade conditions. As I have already stated, I favor the latter method for the reason that it is the more practical and more just to all concerned.

If it shall develop that Congress desires to restrict the Government Printing Office to a statutory wage, I believe that to insure equal consideration the rates for all our skilled trades should be included in such a bill. Accordingly, the opinion of all who may be affected by the proposed legislation ought to be ascertained as to whether they want their wages specified by law or determined by the Public Printer after due and timely negotiation. Certainly in a matter of such great importance to every craftsman in the Government Printing Office it ought not to be left to one or two trades to impress their own views on Congress. I am hopeful, therefore, that a full and free expression on this subject may be had from all of the trades in the Government Printing Office.

While the wages of printers, pressmen, and bookbinders as fixed by law have remained stationary for the last four years, the pay of other employees whose basic compensation could be adjusted by the Public Printer has been increased \$244,183 a year since I became Public Printer on April 5, 1921. Included in this amount are higher wages granted to stereotypers, electrotypers, photo-engravers, imposers, carpenters, painters, skilled bindery workers, engineers, and other employees, benefiting in all 1,299 out of 3,939 employees on the rolls of the Government Printing Office.

I notice that the resolutions as proposed by Columbia Union not only relate to wages but also indorse its efforts to bring about "better working conditions" in the Government Printing Office. Although reluctant to call attention to the accomplishments of the present administration of this office, I feel compelled to assert that "working conditions" here have been improved fully 100 per cent in the last two years. As to the correctness of such a statement, I will be glad to accept the opinion of the international presidents of the printing and binding trades, all of whom have visited the Government Printing Office during that period.

It has been my aim to make the Government Printing Office an ideal place in which to work and enjoy life. For a record of what has been done to accomplish this ambition, I would respectfully refer to articles published in the American Labor World, the American Pressman, the International Bookbinder, the International Stereotypers' and Electrotypers' Journal, and the Monthly Labor

Review. I regret, for reasons well known to you, I can not include the Typographical Journal in this list of labor publications that have so kindly recognized my constant efforts to better working conditions in the Government Printing Office.

If a successful appeal is to be made Congress for a wage increase in this office it must, of course, be based upon a fair and honest statement of facts. In addition to the uncalled for and wholly unjust reflection upon working conditions in the Government Printing Office, the resolutions do serious injustice to this office and the Government in several other respects. I invite your attention to the charge that the failure of Congress to increase the wages of less than half of the employees of this office "has tended largely to destroy their morale" and "militates against the efficient and economical operation of the greatest printing office in the world."

I deny absolutely and in toto that the morale of the employees of the Government Printing Office has been destroyed and that anything has been done by Congress or anyone else to prevent an efficient and economical operation of the greatest printing plant in the world. The fact is, the morale of the office is better than it ever has been, and the plant is being operated more efficiently and with greater economy than ever before in its history. In proof of this statement, I need only to present the fact that the office actually did more work during the fiscal year ended June 30, 1923, than was done the year before, and made this creditable showing with an expenditure of \$642,696 less and with 232 fewer employees than the preceding year.

The resolutions also urge a Saturday half holiday the year round for employees of the Government Printing Office. They are now allowed Saturday afternoon off with pay for the full day during the three summer months every year. In addition, employees of the Government Printing Office enjoy 30 days' annual leave on full pay, besides all legal and Executive order holidays. Thirty days' annual leave and the summer half holidays on full pay make  $10\frac{1}{2}$  days more than the holiday time that would come from a 44-hour week the year round.

In view of this situation and the desire of the printing trade for a 44-hour week, I recommended to Congress last year that the Public Printer be authorized to grant Saturday half holidays the year round with two weeks' annual leave on full pay. This would increase the holiday time with pay each year by three and one-half days more than the present allowance of 30 days' annual leave and Saturday half holidays each summer. The proposition was rejected, however, by Columbia Union. Nevertheless, I wonder how many of your members throughout the United States would have turned down a similar proposal from their employers for a 44-hour week with pay for 48 hours, together with two weeks' annual leave on full pay and all regular and special holidays?

The resolutions further state that the employees of the Government Printing Office receive "no extra compensation above straight time" for overtime work. While it is true that there is no authority of law for extra pay for overtime, our employees receive 20 per cent extra for all night work between the hours of 5 p. m. and 8 a. m. This is in effect an overtime pay inasmuch as the regular day ends at 4.30 p. m. Sunday work is compensated at the rate of time and a half, and holiday work (including Saturday half days in summer) at double time. Although I am in favor of a proper overtime rate, it does not appear to me that the employees of this office are even now so badly discriminated against in the matter of compensation for extra work. How many printing plants are there in the country that pay 20 per cent extra for all night work in addition to the day rate?

There are other special benefits and privileges enjoyed by employees of the Government Printing Office, and the printers in particular, that do not obtain in commercial plants. For instance, printers who retire from the Government Printing Office on reaching the age of 65 years receive a special pension from the Government in addition to whatever pension may be coming to them from membership in the International Typographical Union. The maximum Government pension is \$720 a year for employees 65 years old who have had 30 years' service. The pension decreases proportionately to 15 years' service.

Since the Government retirement law went into effect on August 20, 1920, the total retirement of printers up to October 1 numbered 176. Of this number 109 were either voluntary or disability retirements, many of whom are drawing the maximum pensions from both the Government and the union. The office now has 87 printers on its rolls who have passed the optional retirement age but who were granted extensions on their own request.

Employees of the Government Printing Office also have the benefit of a workmen's compensation law and the services of a free emergency hospital which have



proven of great help to those who have unfortunately been injured or become sick in line of duty.

Therefore, except for the statutory wage of 75 cents an hour which, plus the annual bonus of \$240, makes approximately 85 cents an hour for day work and \$1 an hour for night work, I am of the opinion that the working conditions in the Government Printing Office are equal, if not better, than those obtaining in any commercial plant throughout the world.

To remedy the wage situation, I believe it is to the best interest of the employees that their compensation shall be open to readjustment from time to time as changing conditions may require. Accordingly, I shall again recommend the bill authorizing the Public Printer to pay "such rates of wages, including compensation for night and overtime work, as he may deem for the best interest of the Government and just to the persons employed." Such a bill was reported favorably by the House Committee on Printing in the last Congress and would undoubtedly have been enacted into law had it not been opposed by a certain clique in Columbia Union who, to serve their own political interests, prevented a readjustment of the wages of Government printers, pressmen, and bookbinders until such time as Congress may take action.

For these reasons I can not support a specific wage bill as proposed by the resolutions of Columbia Union.

#### CLASSIFICATION UNJUST TO SHOP LABORERS.

Inasmuch as the classification act of 1923 does not apply to apprentices, helpers, and journeymen of a recognized trade or craft, nor to certain skilled and semiskilled laborers, the compensations of those employees were not submitted to the Personnel Classification Board for readjustment. The act provides, however, that its classification schedule shall include a so-called "clerical-mechanical service," covering positions not in a recognized trade or craft the duties of which are to perform or direct manual and machine operations requiring special skill or experience or to perform or direct the counting, examining, sorting, and other verification of the product of manual or machine operations in the Government Printing Office and the Bureau of Engraving and Printing.

As a matter of fact this provision, especially as to counters and verifiers, was drafted especially for the Bureau of Engraving and Printing and really has but little if any practical application to the Government Printing Office. But the personnel board has held that employees in this office who have been designated as "counters" and "examiners" come within the clerical-mechanical service and as such are subject to its wage schedules.

The injustice of this situation is shown by the fact that a large number of employees in the bindery are at times engaged in counting or examining work and at other times are required to do folding, gathering, and other related tasks of a bindery worker. The constant shifting and fluctuation of the work as it progresses through the office makes it absolutely necessary that employees be assigned alternately to counting and examining, which jobs are subject to the classification rate of pay, or to folding and gathering, which are exempt from the classification rates as coming within the skilled trade groups. These assignments may last for a week or may continue throughout an entire session of Congress. Such varying conditions make it extremely inadvisable to classify employees who have to go from ratable to nonratable work, depending upon the requirements of the office.

The personnel board has been requested, therefore, to exempt these employees from the operation of the classification act.

## ALL MECHANICAL FORCES SHOULD BE EXEMPT.

In order to insure equal justice to all the employees of the Government Printing Office and a proper relationship between their wages, all the workers of the mechanical divisions should be exempt from the operations of the classification act. It is entirely impracticable to place on annual salaries, as provided by the classification act, employees who are now paid by the hour. A gross injustice will be perpetuated by restricting these employees to annual salaries when the skilled tradesmen who work along with them are allowed pay for overtime and extra compensation for Sunday and holiday work.

Longer hours of service frequently must be required of employees in an industrial plant like the Government Printing Office, which is subject to all sorts of emergency calls from Congress and the executive departments, to comply with which employees must at times continue on duty regardless of the hours or day of service. When the mechanical divisions have to work overtime or on a Sunday or holiday, it is just as necessary to employ a sufficient number of laborers, elevator operators, firemen, janitors, messengers, truck drivers, mechanics, and the like as it is to have a sufficient force of skilled tradesmen to handle properly the emergency work. Yet, by including unskilled workers in the classification schedules, they are placed on annual salaries and will receive no additional pay for extra work.

This discrimination against the unskilled workers is contrary to all fairness and ought to be corrected by Congress before the classification act becomes effective. Unless such injustice is promptly prevented it will seriously affect the morale and efficiency of a class of employees who deserve far better treatment from the Government but who, owing to their rather modest position in life, are unable to assert their rights as do the more powerful labor organizations. They now receive pay for additional hours of service, the same as all per hour and per diem employees in this office, but if placed on annual salaries, as the classification act provides, extra compensation can not be granted them, no matter what hours or upon what days they may be required to work.

I bespeak simple justice for them that no man or woman may say that the Government has been unfair or partial in the treatment of its employees. That the matter is of no small consequence may be seen from the fact that employees of the Government Printing Office were required to perform 204,087 hours of overtime, Sunday, and holiday work in 1923, for which they received additional compensation to the amount of \$143,903.

## USUAL LABOR TURNOVER EXCEPT PRINTERS.

The labor turnover during the year was about as usual, except for a greater number of separations among the printers, who either sought higher wages paid elsewhere or resigned to take advantage of the retirement annuity. The total number of separations for the year was 681, a decrease of 35 from the separations for 1922. The appointments, including temporaries and emergencies, numbered 449, or 10 more than for the preceding year. Of the permanent force there were 564 separations, 327 being due to resignation, 19 to reductions of force, 36 to death, and 29 to removal for cause. The permanent



appointments numbered 349, of which 242 were original, 63 reinstatements, and 44 transfers from other departments.

Next to linotype operators, laborers showed the biggest change in personnel, there being 61 appointments and 103 separations of skilled and unskilled laborers. Messengers came next with 56 appointments and 58 separations, due largely to school duties. No appointments of pressmen, electricians, plumbers, or ruling-machine operators were made during the year. Only one bookbinder was added to the roll, with 12 separations. Of machinists there were 18 appointments and three separations; of carpenters there were 12 appointments and 9 separations. In the Platemaking Division there were four appointments and seven separations of electrotype finishers, two appointments and two separations of electrotype molders, and eight appointments and six separations of stereotypers. The clerical force had 35 appointments and 36 separations. The guard force broke even with 15 appointments and 15 separations.

The retirements for the year numbered 135, of which 93 were subject to the 65-year limit for skilled trades and 25 to the 70-year limit for clerical positions. Seventeen retirements were due to disability. The Public Printer granted 99 employees a two-year extension beyond their regular retirement period on account of special qualifications and physical fitness for continued services. Since the retirement law went into effect on August 20, 1920, there have been 437 retirements from the Government Printing Office, of which 64 were for disability.

#### RETIREMENT ANNUITY GROSSLY INADEQUATE.

The maximum annuity received by any retired employee is \$720 a year after 30 years' service at an average compensation of \$1,200 per annum. At the present and prospective cost of living this is an inadequate sum for an aged employee to maintain himself and his family unless he has some other source of income. The average retirement annuity is about \$510 a year. Such a pittance as compared with the large retirement allowances to Army and Navy officers in time of peace is an unjust discrimination against the civilian employees who have, in many instances, rendered equally as faithful service to their Government. The retirement pension for civilian employees should be increased so that their old age also may be spent in the comfort and love of a generous country.

The present retirement law is also working an injustice through its minimum age periods. The law discourages young persons from entering the employ of the Government, as they are required to work until 65 or 70 years of age, regardless of the number of years of service, before they are eligible for retirement. The law should be amended so as to provide for optional retirement after 30 years of service, whether the employee has reached the minimum age required or not. Such a provision will encourage young men and women to accept Government employment. At present a person entering the service at 50 years of age may retire on an annuity in 15 years, while more capable men and women of 25 years of age must serve 40 or 45 years before they are eligible for retirement. The result is that the present retirement law offers little inducement to younger persons capable of rendering the best service to the Government.

## OLD BUILDINGS ARE SERIOUS FIRE RISKS.

In the annual report of the Public Printer for 1922 the attention of Congress was invited to the serious fire risk existing in the old buildings adjoining the newer part of the Government Printing Office. During the year two fires were discovered in the old buildings just in time to check the rapidly spreading flames. One fire caused a loss of \$7,500, including nearly 50,000 publications with a sales value of \$6,500. The other fire was gaining headway in a room full of books when it was discovered by an employee who happened to be near by. Both fires are believed to have been of incendiary origin. Fortunately, they were started early in the morning when employees were passing through the buildings on their way to and from work. Had either fire been set at a time when few employees were about, it undoubtedly would have caused a serious loss, if not endangered the entire plant.

With these nerve-racking reminders of the fire trap which constitutes part of the world's greatest printing plant, I feel compelled to renew most earnestly the recommendation for a new building to replace the old structures now partially useless even for storage rooms. Therefore the following statement from the annual report of 1922 is resubmitted to the present Congress:

Attention of Congress is again most earnestly invited to the serious fire risk which exists in the old building of the Printing Office. A considerable portion of this building was erected prior to the Civil War and all of it was completed more than 50 years ago. Except for its brick outer walls, practically the entire building is of wooden construction, even to the columns supporting its four floors. Many of the wooden columns and girders are twisted; the floors are badly worn, needing constant attention to keep them even reasonably safe; wooden window sills are rotted, and the roof boards are in such condition that extensive repairs will be necessary within the next year to keep them in any semblance of a safe condition.

Of necessity, the old building has to be used as a warehouse for paper and other inflammable materials for which there is no room in the new building. The carpenter, paint, machine, blacksmith, and electrical shops have had to be located in the old building, likewise adding greatly to an already perilous situation. If a fire once got under headway in this structure it is believed by everyone who has studied the matter that nothing could stop the flames until they had wiped out not only the old building but also the new building and the documents office as well.

The destruction of the Government Printing Office would cause many of the essential activities of the Government which are dependent upon such printing as only this office is equipped and qualified to do to stand still for many months until a new plant could be erected over the ashes of the old. Congress would have nowhere else to go for the timely printing of the Congressional Record and the bills, reports, and other papers required in the course of legislation. Such a disaster should not be possible, yet it constantly threatens as long as the old building is permitted to stand in its present condition.

Therefore, I can not allow this opportunity to pass without again warning Congress of this peril to the lives of more than 4,000 employees in a fire that would quickly destroy the world's greatest printing plant. Modern fire-fighting apparatus has been installed in various parts of the building, numerous fire alarms and escapes provided, and suitable fire drills arranged, but even with these precautions it is doubtful if all the employees could escape from the flames that would sweep through the old building like a tinder box.

Secondary only to the importance of tearing down the old fire trap is the necessity for an adequate and safe warehouse for the vast quantity of equipment, materials, and supplies which this office has to keep constantly on hand for the prompt execution of the public printing and binding. The paper and envelopes on hand June 30, 1922, cost the Government \$568,689.63, and the cost of other materials and supplies also in the old warehouse on that date was \$201,355.79.



Thus a stock costing the Government more than three-fourths of a million dollars, and oftentimes exceeding a million dollars in value, is constantly exposed to total loss by fire, without a cent of insurance.

As a matter of fact, the warehouse stock needed to operate this plant without loss of time should frequently be twice as large as it is now possible or safe to carry in the old building. Some years ago Army Engineers, after a thorough examination of the building, placed a restriction on the loading of its old wooden floors to not exceed a third of its normal capacity. Consequently the old building is not only a serious fire risk but it is also for the larger part a useless and unsafe structure.

It is urgently recommended, therefore, that Congress at once authorize the erection of a new building that will be adequate and suitable not only for warehouse and shop purposes but will also provide much-needed space for the activities that are crowding the so-called new building, now more than 20 years old. The Superintendent of Documents is also in dire need for room in which to conduct the distribution and sale of Government publications that are increasing at a tremendous rate. As has been stated heretofore in this report, the Superintendent of Documents could easily build up a sales business amounting to more than \$1,000,000 a year if he had adequate room in which to handle such a growth in his work. The activities of the Documents Office have, however, about reached their maximum in the present building, and unless additional space is soon provided distribution for the departments as well as the sale of Government publications will have to halt, as there is absolutely no more space available in the present buildings for additional storage of Government publications or room in which to handle the rapidly growing sales.

Adoption of the suggestion made in this report for the purchase and storage by the Public Printer of paper and envelopes required by all branches of the Government service would sooner or later necessitate an enlargement of the Government Printing Office warehouse, which is not adequate for even the stocks of paper and envelopes now handled by this office. With a new building the proposed centralization of paper and envelope purchases could be effected in this office to the great improvement of the service and also with a substantial saving made possible by the procurement of larger and more definite quantities at lower prices.

Therefore, the urgent need of a warehouse in which to store properly and safely the vast stock of paper and envelopes which the Government has to have on hand at all times, nine-tenths of the paper being used by this office for printing purposes, would amply justify the erection of a suitable building for that purpose alone, if no other considerations were involved.

Space could also be provided in the new building for the folding rooms of the House and the Senate, thus putting an end to the hauling of hundreds of thousands of public documents for congressional distribution to and from the Capitol. The basements and sub-basements of the Capitol, the House and Senate Office Buildings, and one or two rented warehouses are choked with thousands upon thousands of Government publications awaiting distribution by Members of Congress. This vast amount of inflammable material constitutes a constant and serious menace to the Capitol Building and its wealth of historic objects and works of art which no amount of money could ever replace.

The danger could be readily avoided by providing space for the storage of congressional publications in the warehouse of the Government Printing Office, where the folding-room distribution might still be under the supervision of congressional officers and yet be carried on with the utmost safety and convenience.

By storing the congressional supply of documents in proximity to the city post office and the Union Station, their distribution could be greatly expedited and carried on at much less expense than under the present method of trucking an endless quantity of books and pamphlets from the Government Printing Office to the Capitol and then back again to the city post office. Access could be had in the Government Printing Office to the conveyor which carries the vast quantities of publications sent out daily by the Superintendent of Documents over an endless belt and through a tunnel direct to the city post office, where the thousands of mail sacks from this office are sped along to outgoing trains in less than eight minutes from the time they are tied up in the office of the Superintendent of Documents. Such a convenience and saving of time and space at the Capitol would alone be well worth much of the expenditure here proposed for a new warehouse.

All of the old buildings facing on H Street, from North Capitol Street to and including the office of the Superintendent of Documents, should be replaced by

a modern seven or eight story fireproof structure of the best factory type. A building of this size, with a frontage of 384 feet on H Street and 175 feet on North Capitol Street, would cost approximately \$3,500,000.

It would be impracticable to undertake the entire building operations at one time on account of the necessity for storage space and room for the continued operation of the Documents Office and the various shops now located in the old building. Therefore, it is proposed to construct the new building in sections, thus permitting the use of a considerable portion of the old building until such time as part of the new structure may be ready for occupancy. Informal plans have been prepared showing that it would be possible to erect the building in three or four sections which, when completed, would form a structure ample and suitable for the public printing and binding and the distribution of Government publications for many years to come. No additional land is required for this purpose, as the Government already owns all the space needed for the erection of a new building.

The building project could be financed by authorizing that a specified sum be expended therefor, under the direction of the Joint Committee on Printing, out of the available balances and miscellaneous receipts, amounting to more than \$4,700,000, which this office has left untouched in the Treasury during the last two years. It is therefore recommended that the matter be given earnest and favorable consideration by Congress while there is yet time to save this great establishment from destruction by fire which seems inevitable sooner or later, unless the present source of danger is eliminated by the building of a thoroughly fireproof structure.

Under authority of the act approved February 20, 1923, the Public Printer has discontinued the printing of such other and additional reports for the fiscal year ended June 30, 1923, as have usually been submitted to Congress concerning the business of the Government Printing Office. The original copy of such reports will be kept on file in the office of the Public Printer for public inspection, as provided for in said act.

Appended hereto are several statistical and financial tables setting forth in more detail the transactions of the Government Printing Office for the fiscal year ended June 30, 1923.

Respectfully submitted.

*George H. Carter.*  
Public Printer.



# STATISTICAL TABLES.

TABLE NO. 1.—Summary of financial transactions for year ended June 30, 1923.

| RESOURCES.   |              |                        |
|--|--------------|------------------------|
| Appropriation for salaries, Government Printing Office.....  | \$130,880.00 |                        |
| Deposit, per readjustment of account.....  | 68.25        |                        |
|  |              | \$130,948.25           |
| Appropriation for working capital, allotted to Congress for printing and binding.....  | 2,000,000.00 |                        |
| Deposit, per readjustment of account.....  | 23.80        |                        |
| Transfers and payments for printing and binding for departments and bureaus and payments from various sources, to June 30..... | 7,371,237.70 |                        |
| Due, July 1, from departments and bureaus for printing and binding.....  | 572,567.09   |                        |
|  |              | 9,943,828.59           |
| Appropriation for night messenger service.....   | 3,200.00     |                        |
| Appropriation for salaries, office of Superintendent of Documents.....   | 218,993.20   |                        |
| Appropriation for general expenses, office of Superintendent of Documents..  | 165,000.00   |                        |
| Appropriation for Congressional Record index.....  | 9,100.00     |                        |
| Appropriation for increase of compensation (\$240 bonus).....  | \$957,260.00 |                        |
| Deposit, per readjustment of account.....  | 23.33        |                        |
|  |              | 957,283.33             |
| Total resources available for work of fiscal year 1923.....  |              | <u>\$11,428,353.37</u> |
| LIABILITIES.   |              |                        |
| Salaries, Government Printing Office:  |              |                        |
| Disbursed to June 30.....  | \$103,563.47 |                        |
| Outstanding obligations July 1.....  | 4,719.45     |                        |
| Total disbursed and outstanding obligations.....   |              | \$108,282.92           |
| Working capital and repayments for printing and binding:   |              |                        |
| Disbursed to June 30.....  | 8,438,934.03 |                        |
| Outstanding obligations July 1.....  | 1,135,095.82 |                        |
| Total disbursed and outstanding obligations.....   |              | 9,574,029.85           |
| Salaries, office of Superintendent of Documents:   |              |                        |
| Disbursed to June 30.....  | 197,544.03   |                        |
| Outstanding obligations July 1.....  | 8,804.23     |                        |
| Total disbursed and outstanding obligations.....   |              | 206,348.26             |
| General expenses, office Superintendent of Documents:  |              |                        |
| Disbursed to June 30.....  | 137,563.18   |                        |
| Outstanding obligations July 1.....  | 22,431.82    |                        |
| Total disbursed and outstanding obligations.....   |              | 160,000.00             |
| Congressional Record index:  |              |                        |
| Disbursed to June 30.....  | 8,341.66     |                        |
| Outstanding obligations July 1.....  | 753.34       |                        |
| Total disbursed and outstanding obligations.....   |              | 9,100.00               |
| Increase of compensation (\$240 bonus):  |              |                        |
| Disbursed to June 30.....  | 905,787.15   |                        |
| Outstanding obligations July 1.....  | 25,000.00    |                        |
| Total disbursed and outstanding obligations.....   |              | 930,787.15             |
| Total disbursed to June 30.....  | 9,791,733.52 |                        |
| Total outstanding obligations July 1.....  | 1,196,809.66 |                        |
| Total disbursed and outstanding obligations.....   |              | 10,988,543.18          |
| Unobligated balance (subject to 10 per cent over or under on outstanding orders).....  |              | 439,805.19             |
|  |              | <u>11,428,353.37</u>   |

TABLE NO. 2.—*Financial transactions in fiscal year ended June 30, 1923, covering appropriations for fiscal years 1921, 1922, and 1923.*

## APPROPRIATIONS FOR 1921.

|   | Resources.     | Disbursements. | Unexpended balance July 1, 1923. |
|---|----------------|----------------|----------------------------------|
| Public printing and binding:  |                |                |                                  |
| Unexpended balance July 1, 1922.....  | \$2,309,729 60 |                |                                  |
| Amount transferred by auditor's settlements, on books in Treasury, from various appropriations, for printing and binding for departments and bureaus..... | 72.41          |                |                                  |
| Deposited to credit of appropriation for printing and binding for departments and bureaus and individuals and for sale of miscellaneous documents.....    | 78.88          |                |                                  |
| Disbursed for lithographing and engraving.....  |                | \$7,075.00     |                                  |
| Disbursed for material and supplies.....  |                | 9,446.52       |                                  |
| Total.....  | 2,309,880.89   | 16,521.52      | \$2,293,359.37                   |
| Leaves of absence, Government Printing Office:  |                |                |                                  |
| Unexpended balance July 1, 1922.....  | 2,713.75       |                |                                  |
| Disbursed during fiscal year.....   |                | 88.24          |                                  |
| Total.....  | 2,713.75       | 88.24          | 2,625.51                         |
| Salaries, office of the Public Printer:   |                |                |                                  |
| Unexpended balance July 1, 1922.....  | 11,459.53      |                | 11,459.53                        |
| Payment for holidays, Government Printing Office:   |                |                |                                  |
| Unexpended balance July 1, 1922.....  | 3,912.21       |                | 3,912.21                         |
| Salaries, office of Superintendent of Documents:  |                |                |                                  |
| Unexpended balance July 1, 1922.....  | 13,676.99      |                | 13,676.99                        |
| General expenses, office of Superintendent of Documents:  |                |                |                                  |
| Unexpended balance July 1, 1922.....  | 7,529.31       |                | 7,529.31                         |
| Increase of compensation (\$240 bonus):   |                |                |                                  |
| Unexpended balance July 1, 1922.....  | 324.64         |                | 324.64                           |
| Grand total, 1921 appropriation.....  | 2,349,497.32   | 16,609.76      | 2,332,887.56                     |
| Unobligated balance of 1921 appropriation on June 30, 1923.....   |                |                | 2,332,887.56                     |

## APPROPRIATIONS FOR 1922.

|   |              |            |                |
|---|--------------|------------|----------------|
| Public printing and binding:  |              |            |                |
| By deficiency for Smithsonian Institution (\$41,702.70) and Agricultural Department (\$125,000), act of June 16, 1921 (available for 1921 and 1922) —     |              |            |                |
| Unexpended balance July 1, 1922.....  | \$166,702.70 |            |                |
| Unexpended balance July 1, 1922, in 1922 appropriation  | 2,429,291.78 |            |                |
| By deficiency for Supreme Court of the United States (\$8,000) and Patent Office (\$27,453.03), act of July 1, 1922                                       | 35,453.03    |            |                |
| Amount transferred by auditor's settlements, on books in Treasury, from various appropriations, for printing and binding for departments and bureaus..... | 107,901.50   |            |                |
| Deposited to credit of appropriation for printing and binding for departments and bureaus and individuals and for sale of miscellaneous documents.....    | 57,383.99    |            |                |
| Transferred from appropriation for general expenses, office of Superintendent of Documents.....   | 45,219.84    |            |                |
| Disallowances deposited.....  | 9.50         |            |                |
| Transferred to appropriation for leaves of absence.....   |              | \$300.00   |                |
| Disbursed for labor.....  |              | 96,693.62  |                |
| Disbursed for lithographing and engraving.....  |              | 48,995.36  |                |
| Disbursed for paper.....  |              | 494,529.79 |                |
| Disbursed for material and supplies.....  |              | 258,438.52 |                |
| Disbursed for payment to Joseph L. Pearson for printing done for the United States Supreme Court.....   |              | 9,294.05   |                |
| Total.....  | 2,841,962.34 | 908,251.34 | \$1,933,711.00 |
| Leaves of absence, Government Printing Office:  |              |            |                |
| Unexpended balance July 1, 1922.....  | 9,639.49     |            |                |
| Disallowances deposited.....  | 1.20         |            |                |
| Transferred from appropriation for public printing and binding, 1922.....   | 300.00       |            |                |
| Disbursed.....  |              | 9,869.75   |                |
| Total.....  | 9,940.69     | 9,869.75   | 70.94          |
| Salaries, office of the Public Printer:   |              |            |                |
| Unexpended balance, July 1, 1922.....   | 30,475.21    |            |                |
| Disbursed.....  |              | 7,234.21   |                |
| Total.....  | 30,475.21    | 7,234.21   | 23,241.00      |



TABLE NO. 2.—*Financial transactions in fiscal year ended June 30, 1923, covering appropriations for fiscal years 1921, 1922, and 1923—Continued.*

## APPROPRIATIONS FOR 1922—Continued.

|   | Resources.   | Disbursements. | Unexpended balance July 1, 1923. |
|---|--------------|----------------|----------------------------------|
| Payment for holidays, Government Printing Office:                       |              |                |                                  |
| Unexpended balance July 1, 1922.....                                    | \$16,346.39  |                |                                  |
| Disbursed.....  |              | \$4,718.98     |                                  |
| Total.....  | 16,346.39    | 4,718.98       | \$11,627.41                      |
| Salaries, office of Superintendent of Documents:                        |              |                |                                  |
| Unexpended balance July 1, 1922.....                                    | 13,869.61    |                |                                  |
| Disbursed.....  |              | 8,308.11       |                                  |
| Total.....  | 13,869.61    | 8,308.11       | 5,561.50                         |
| General expenses, office of Superintendent of Documents:                |              |                |                                  |
| Unexpended balance July 1, 1922.....                                    | 56,789.15    |                |                                  |
| Transferred to appropriation for public printing and binding, 1922..... |              | 45,219.84      |                                  |
| Disbursed.....  |              | 1,652.82       |                                  |
| Total.....  | 56,789.15    | 46,872.66      | 9,916.49                         |
| Increase of compensation (\$240 bonus):                                 |              |                |                                  |
| Unexpended balance July 1, 1922.....                                    | 1,162.23     |                |                                  |
| Drawn from Treasury.....  | 20,010.00    |                |                                  |
| Disbursed.....  |              | 21,164.66      |                                  |
| Total.....  | 21,172.23    | 21,164.66      | 7.57                             |
| Salaries and expenses, Congressional Record index:                      |              |                |                                  |
| Unexpended balance July 1, 1922.....                                    | 758.34       |                |                                  |
| Disbursed.....  |              | 758.34         |                                  |
| Total.....  | 758.34       | 758.34         |                                  |
| Grand total, 1922 appropriations.....                                   | 2,991,313.96 | 1,007,178.05   | 1,984,135.91                     |
| Deduct for outstanding obligations.....                                 |              |                | 224,640.97                       |
| Unobligated balance of 1922 appropriation on June 30, 1923.....         |              |                | <sup>1</sup> 1,759,494.94        |

## APPROPRIATIONS FOR 1923.

|  |                |              |              |
|--|----------------|--------------|--------------|
| Public printing and binding:   |                |              |              |
| Appropriation, act of Mar. 20, 1922.....   | \$2,000,000.00 |              |              |
| Act of Mar. 5, 1923 (night messengers).....  | 3,200.00       |              |              |
| Amount transferred by auditor's settlements, on books in Treasury, from various appropriations, for printing and binding for departments and bureaus.....                  | 37,733.73      |              |              |
| Credited to appropriation per payments by Government establishments and private individuals for printing and binding executed and by funds from miscellaneous sources..... | 7,259,943.87   |              |              |
| Transferred from appropriation for general expenses, office of Superintendent of Documents.....  | 73,560.10      |              |              |
| Disallowances deposited.....   | 23.80          |              |              |
| Transferred to Interior civil ledger (retirement fund).....  |                | \$122,338.60 |              |
| Disbursed for labor.....   |                | 5,429,214.35 |              |
| Disbursed for paper.....   |                | 2,246,022.33 |              |
| Disbursed for lithographing and engraving.....   |                | 94,362.79    |              |
| Disbursed for material and supplies.....   |                | 543,795.96   |              |
| Disbursed for night messenger service.....   |                | 3,200.00     |              |
| Total.....   | 9,374,461.50   | 8,438,934.03 | \$935,527.47 |
| Salaries, office of the Public Printer:  |                |              |              |
| Appropriation, act of Mar. 20, 1922.....   | 130,880.00     |              |              |
| Deposited (readjustment).....  | 68.25          |              |              |
| Transferred to Interior civil ledger (retirement fund).....  |                | 2,115.00     |              |
| Disbursed.....   |                | 101,448.47   |              |
| Total.....   | 130,948.25     | 103,563.47   | 27,384.78    |

<sup>1</sup> By authority of acts approved July 1, 1922, \$97,717.22 of above unobligated balance of the 1922 appropriation was transferred on the books of the Treasury as follows: To credit of the Navy Department, \$40,898.46 and to credit of the Interior Department, \$56,818.76.

TABLE NO. 2.—*Financial transactions in fiscal year ended June 30, 1923, covering appropriations for fiscal years 1921, 1922, and 1923—Continued.*

## APPROPRIATIONS FOR 1923—Continued.

|   | Resources.       | Disbursements.  | Unexpended balance July 1, 1923. |
|---|------------------|-----------------|----------------------------------|
| Salaries, office of Superintendent of Documents:                              |                  |                 |                                  |
| Appropriation, act of Mar. 20, 1922.....                                      | \$218, 993. 20   |                 |                                  |
| Transferred to Interior civil ledger (retirement fund).....                   |                  | \$4, 546. 40    |                                  |
| Disbursed.....  |                  | 192, 997. 63    |                                  |
| Total.....  | 218, 993. 20     | 197, 544. 03    | \$21, 449. 17                    |
| General expenses, office of Superintendent of Documents:                      |                  |                 |                                  |
| Appropriation, act of Mar. 20, 1922.....                                      | 165, 000. 00     |                 |                                  |
| Transferred to appropriation for public printing and binding, 1923.....       |                  | 73, 560. 10     |                                  |
| Disbursed.....  |                  | 64, 008. 08     |                                  |
| Total.....  | 165, 000. 00     | 137, 568. 18    | 27, 431. 82                      |
| Salaries and expenses, Congressional Record index:                            |                  |                 |                                  |
| Appropriation, act of Mar. 20, 1922.....                                      | 9, 100. 00       |                 |                                  |
| Disbursed.....  |                  | 8, 341. 66      |                                  |
| Total.....  | 9, 100. 00       | 8, 341. 66      | 758. 34                          |
| Increase of compensation (\$240 bonus):                                       |                  |                 |                                  |
| Appropriation, act of June 29, 1922.....                                      | 957, 260. 00     |                 |                                  |
| Deposited (readjustment).....   | 23. 33           |                 |                                  |
| Disbursed.....  |                  | 905, 787. 15    |                                  |
| Total.....  | 957, 283. 33     | 905, 787. 15    | 51, 496. 18                      |
| Total, 1923 appropriations.....   | 10, 855, 786. 28 | 9, 791, 738. 52 | 1, 064, 047. 76                  |
| Add the payments due Government Printing Office for printing and binding..... | 572, 567. 09     |                 | 572, 567. 09                     |
| Grand total, 1923 appropriations.....   | 11, 428, 353. 37 | 9, 791, 738. 52 | 1, 636, 614. 85                  |
| Deduct for outstanding obligations.....                                       |                  |                 | 1, 196, 809. 66                  |
| Unobligated balance of 1923 appropriation on June 30, 1923.....               |                  |                 | 439, 805. 19                     |

Total unobligated balances (subject to change by 10 per cent over or under on outstanding obligations):

|            |                   |
|------------|-------------------|
| 1921.....  | \$2, 332, 887. 56 |
| 1922.....  | 1, 759, 494. 94   |
| 1923.....  | 439, 805. 19      |
| Total..... | 4, 532, 187. 69   |

## RECAPITULATION—ALL APPROPRIATIONS.

|   |                              |
|---|------------------------------|
| Total paid for printing for United States Supreme Court.....                | \$9, 294. 05                 |
| Total paid for labor during fiscal year.....                                | <sup>1</sup> 5, 648, 246. 57 |
| Total paid for material and supplies.....                                   | 811, 681. 00                 |
| Total paid for lithographing and engraving.....                             | 150, 433. 15                 |
| Total paid for paper.....   | 2, 740, 552. 12              |
| Total paid for night messenger service.....                                 | 3, 200. 00                   |
| Transferred to leaves of absence.....                                       | 300. 00                      |
| Transferred to Navy ledger, act of July 1, 1922.....                        | 40, 898. 46                  |
| Transferred to Interior ledger, act of July 1, 1922.....                    | 56, 818. 76                  |
| Total paid for printing and binding.....                                    | 9, 461, 424. 11              |
| Total paid for salaries during fiscal year.....                             | <sup>2</sup> 110, 797. 68    |
| Total paid for leaves of absence during fiscal year.....                    | 9, 957. 99                   |
| Total paid for holidays during fiscal year.....                             | 4, 718. 98                   |
| Total paid for salaries, office of Superintendent of Documents.....         | <sup>3</sup> 205, 852. 14    |
| Total paid for general expenses, office of Superintendent of Documents..... | 184, 440. 84                 |
| Total paid for salaries and expenses, Congressional Record index.....       | 9, 100. 00                   |
| Total paid for increase of compensation (\$240 bonus).....                  | 926, 951. 81                 |
| Grand total.....  | 10, 913, 243. 55             |

<sup>1</sup> Includes amount paid to retirement fund..... \$122, 338. 60<sup>2</sup> Includes amount paid to retirement fund..... 2, 115. 00<sup>3</sup> Includes amount paid to retirement fund..... 4, 546. 40

Total paid to retirement fund..... 129, 000. 00



TABLE NO. 3.—*Moneys received during fiscal year 1923, the source, and Treasury deposit.*

| 1921.   |                 |                 |
|---|-----------------|-----------------|
| Deposited to the credit of appropriation for public printing and binding:                   |                 |                 |
| Amount transferred on books of Treasury for printing for departments and bureaus.....       | \$72. 41        |                 |
| Deposited by disbursing officers and individuals for printing done.....                     | 78. 88          |                 |
|   |                 | \$151. 29       |
| 1922.   |                 |                 |
| Deposited to the credit of appropriation for public printing and binding:                   |                 |                 |
| Amount transferred on books of Treasury for printing for departments and bureaus.....       | \$153, 121. 34  |                 |
| Deposited by disbursing officers and individuals for printing done.....                     | 54, 648. 90     |                 |
| Expenses incurred in making sales of waste paper, condemned material, etc.                  | 2, 730. 14      |                 |
| Auditor's disallowances.....  | 9. 50           |                 |
| Refunds—Howell Coal Co.....   | 4. 95           |                 |
|   |                 | 210, 514. 83    |
| Deposited to the credit of appropriation for leaves of absence, auditor's disallowance..... |                 | 1. 20           |
| 1923.   |                 |                 |
| Deposited to the credit of appropriation for public printing and binding:                   |                 |                 |
| Amount transferred on books of Treasury for printing for departments and bureaus.....       | \$111, 293. 83  |                 |
| Deposited for miscellaneous printing.....   | 298, 744. 11    |                 |
| Deposited for printing for departments and bureaus.....                                     | 6, 953, 356. 94 |                 |
| Expenses incurred in making sales of waste paper, condemned material, etc.                  | 7, 732. 09      |                 |
| Auditor's disallowance.....   | 23. 80          |                 |
| Refunds—  |                 |                 |
| Hygrade Lamp Co.....  | 91. 73          |                 |
| United Lead Co.....   | 1. 00           |                 |
| George R. Swart & Co. (Inc.).....   | 18. 00          |                 |
|   |                 | 7, 371, 261. 50 |
| Deposited to the credit of miscellaneous receipts:  |                 |                 |
| Sales of documents.....   | 125, 000. 00    |                 |
| Sales of extra documents.....   | 294. 88         |                 |
| Sale of condemned material, machinery, etc.....   | 10, 818. 63     |                 |
| Sale of waste metal.....  | 4, 704. 61      |                 |
| Sale of waste wood.....   | 1, 816. 39      |                 |
| Sale of waste paper.....  | 73, 251. 40     |                 |
| Sale of leather scraps.....   | 4. 61           |                 |
|   |                 | 215, 890. 52    |
| Total.....  |                 | 7, 797, 819. 34 |

TABLE NO. 4.—*Production of principal items entering into printing and binding in fiscal years 1921, 1922, and 1923.*

| Item.  | 1921                            | 1922                            | 1923                            |
|--|---------------------------------|---------------------------------|---------------------------------|
| Main office and branch offices:                |                                 |                                 |                                 |
| Total production printing and binding.....     | <sup>1</sup> \$12, 876, 362. 86 | <sup>2</sup> \$10, 159, 436. 42 | <sup>3</sup> \$10, 174, 188. 62 |
| Jackets written.....                           | 56, 521                         | 57, 853                         | 54, 166                         |
| Estimates written.....                         | 49, 687                         | 42, 619                         | 43, 606                         |
| Bills computed.....                            | 69, 215                         | 67, 334                         | 64, 670                         |
| Main office:                                   |                                 |                                 |                                 |
| Total number of ems set.....                   | 2, 221, 615, 200                | 2, 354, 450, 500                | 1, 963, 371, 800                |
| Tabular matter in total ems..... per cent.     | 37                              | 37                              | 34                              |
| Hours of time-work in composing sections.....  | 301, 228                        | 279, 992                        | 269, 572                        |
| Electrotype and stereotype..... square inches. | 11, 906, 034                    | 12, 709, 625                    | 11, 353, 505                    |
| Postal cards printed.....                      | 1, 272, 345, 782                | 989, 978, 000                   | 1, 180, 991, 000                |
| Money-order books shipped.....                 | 858, 583                        | 794, 006                        | 907, 406                        |
| Forms sent to press.....                       | 167, 635                        | 161, 905                        | 144, 464                        |
| Actual impressions in main pressroom.....      | 539, 006, 372                   | 498, 655, 383                   | 490, 311, 561                   |
| Chargeable impressions in main pressroom.....  | 2, 317, 644, 449                | 2, 099, 473, 275                | 2, 151, 586, 004                |
| Sheets folded by machine.....                  | 193, 327, 985                   | 208, 668, 219                   | 209, 299, 225                   |
| Signatures gathered by machine.....            | 109, 646, 295                   | 128, 262, 237                   | 162, 134, 538                   |
| Tips made by machine.....                      | 3, 471, 786                     | 4, 943, 200                     | 5, 560, 534                     |
| Copies wire-stitched.....                      | 45, 880, 416                    | 46, 261, 538                    | 48, 631, 333                    |
| Copies paper covered.....                      | 5, 591, 499                     | 4, 943, 062                     | 7, 032, 577                     |
| Books and pamphlets trimmed.....               | 63, 286, 309                    | 63, 384, 459                    | 62, 701, 960                    |
| Sheets cut.....                                | 382, 201, 101                   | 321, 637, 500                   |                                 |
| Books rounded and backed.....                  | 1, 264, 088                     | 1, 149, 363                     | 1, 283, 636                     |
| Books marbled and edged.....                   | 233, 261                        | 194, 096                        | 149, 514                        |
| Stamping impressions.....                      | 2, 268, 401                     | 2, 382, 939                     | 2, 425, 567                     |
| Books cased in.....                            | 1, 377, 314                     | 1, 182, 251                     | 1, 352, 127                     |
| Indexes cut.....                               | 208, 540                        | 113, 349                        | 105, 257                        |
| Sheets passed through ruling machines.....     | 38, 877, 279                    | 26, 931, 901                    | 27, 983, 644                    |
| Signatures sewed.....                          | 75, 537, 845                    | 72, 007, 352                    | 91, 638, 047                    |
| Copies punched or drilled.....                 | 97, 656, 073                    | 93, 681, 368                    | 79, 532, 374                    |
| Sheets or lines perforated.....                | 14, 159, 392                    | 9, 366, 138                     | 7, 907, 635                     |
| Tablets made.....                              | 4, 121, 102                     | 3, 003, 727                     | 2, 796, 833                     |

<sup>1</sup> Does not include charges for labor and material expended on uncompleted jobs.<sup>2</sup> Includes \$1,015,474.92 in charges for labor and material expended on uncompleted jobs.<sup>3</sup> Includes \$440,000 estimated as value of labor and material expended on uncompleted jobs. Under new finance scheme this is not billed until work is completed, while in previous years all uncompleted work was actually billed on June 30.





## PRODUCTIVE.

| Division, office, or section.   | Overhead charges on salaries, wages, material, and supplies. |              | Repairs, new work, miscellaneous charges, gas, and power. | Stock issued, illustrations ordered, and outside purchases vouchered. | Reconciliations between issues, orders, and same items computed. | Total.       | Credits by work for other sections. | Total productive divisions' expense. |
|---|--|--------------|---|---|--|--------------|-------------------------------------|--------------------------------------|
|   | Per cent.  | Amount.      |   |   |  |              |                                     |                                      |
| Salaries, wages, material, and supplies for maintenance and operations. |  |              |   |   |  |              |                                     |                                      |
| Job.....  |  | \$178,284.52 |   |   |  | \$272,747.69 | \$33,469.43                         | \$239,578.26                         |
| Linotype.....   | 41.09-52   | \$73,270.69  | \$21,195.48   |   |  | 1,093,723.41 | 87,500.56                           | 1,008,222.85                         |
| Monotype.....   | 42.67-51   | 188,197.32   | 466,525.32  |   |  | 1,643,039.66 | 203,400.97                          | 1,439,638.69                         |
| Hand.....   | 43.50-53   | 288,114.06   | 692,546.97  |   |  | 392,284.30   | 232,907.31                          | 159,376.99                           |
| Proof.....  | 44.03-19   | 107,277.58   | 41,370.97   |   |  | 646,567.92   | 46,567.92                           |                                      |
| Plate making.....   | 43.37-48   | 194,755.16   | 2,808.24  |   |  | 298,686.59   | 49,571.90                           |                                      |
| Photo-engraving.....  | 40.24-95   | 81,297.53    | 15,405.40   |   |  | 18,145.66    |                                     | 248,814.69                           |
| Press.....  | 28.26-90   | 3,910.06     | 871.31  |   |  | 1,094,595.80 | 37,742.93                           | 18,139.13                            |
| Pamphlet binding.....   | 41.28-89   | 286,204.99   | 108,728.17  | \$6,457.01  |  | 665,477.99   | 8,355.10                            | 657,122.89                           |
| Rolling and sewing.....   | 40.20-27   | 181,453.87   | 21,912.11   | 11,773.70   |  | 771,968.95   | 8,825.37                            | 365,143.58                           |
| Forwarding and finishing.....   | 42.83-32   | 91,826.56    | 11,034.24   | 56,826.67   |  | 711,315.63   | 18,400.08                           | 692,855.55                           |
| Money order.....  | 42.48-82   | 159,708.28   | 31,784.74   | 143,934.84  |  | 139,096.62   | 207.27                              | 139,489.35                           |
| Postal card.....  | 38.10-20   | 10,461.30    | 4,517.01  | 97,262.32   |  | 650,762.72   |                                     | 650,762.72                           |
| Library printing branch.....  | 33.21-54   | 12,427.46    | 7,744.49  | 20,533.47   |  | 78,120.09    | 6,312.57                            | 71,807.52                            |
| Library binding branch.....   | 37.28-14   | 28,417.08    | 3,428.51  | 7,387.94  |  | 115,456.58   | 9,447.61                            | 106,008.97                           |
| Cutting and packing.....  | 34.15-40   | 13,459.06    | 2,201.19  |   |  | 55,067.14    | 382.33                              | 54,684.81                            |
| Metal.....  | 39.06-97   | 2,213.21     | 1,686.03  |   |  | 9,574.00     | 9,574.00                            |                                      |
| Legislative detail, chargeable.....                                     | 18.89-52   | 2,722.49     | 40.89   | 88.67   |  | 17,290.35    |                                     | 17,290.35                            |
| Purchasing.....   | 24.70-63   | 6,610.23     | 120.53  |   |  | 33,482.68    |                                     | 33,482.68                            |
| Stores.....   | 41.08-95   | 31,289.23    | 9,068.48  | 12,290.18   |  | 128,826.81   | 12,089.41                           | 116,737.40                           |
| Paper stock—Press division.....   |  |              |   | 2,041,979.71  |  | 2,078,412.25 |                                     | 2,078,412.25                         |
| Illustrations.....  |  |              |   | 104,498.01  | +\$36,432.54   | 109,797.38   |                                     | 109,797.38                           |
| Outside purchases.....  |  |              |   | 1,751.36  | —54,700.63   | 2,892.20     |                                     | 2,892.20                             |
| Work for stock.....   |  |              |   |   | +1,140.84  |              |                                     |                                      |
| Heat, light, and power, city post office.....                           |  |              |   |   | —43,874.75   |              |                                     |                                      |
| Superintendent of Documents—other than printing.....                    |  |              |   |   |  |              |                                     |                                      |
| Total.....  | 41.55-91   | 1,788,773.57 | 14,679.86   | 3,101,217.45  | —61,002.00   | 21,155.69    | 1,364,821.29                        | 9,340,829.02                         |

Total printing and binding charges, \$9,734,188.62.

TABLE No. 6.—Allotment appropriation made for Congress; repay printing for the executive and judicial departments and independent Government establishments; deposits to the credit thereof; and total charges for work executed in the fiscal year ended June 30, 1923.

| Congress, departments, etc.                      | Allotment appropriation. | Repay deposits, amounts collected. | Total allotment appropriation and repays. | Charge for work executed. |              | Total charge.  | Unexpended balance of allotment appropriation. | Uncollected repays; no funds. |
|--|--------------------------|------------------------------------|---|---------------------------|--------------|----------------|--|-------------------------------|
|  |                          |                                    |   | Allotment.                | Repay.       |                |  |                               |
| Congress.....                                    | \$2,000,000.00           | \$518.86                           | \$2,000,518.86                            | \$1,794,302.78            | \$518.86     | \$1,794,821.64 | \$205,697.22                                   | .....                         |
| Private orders.....                              |                          | 19,833.84                          | 19,833.84                                 |                           | 19,833.84    | 19,833.84      |  | .....                         |
| Office of Superintendent of Documents.....       |                          | 55,330.18                          | 55,330.18                                 |                           | 55,330.18    | 55,330.18      |  | .....                         |
| State.....                                       |                          | 411,799.29                         | 411,799.29                                |                           | 411,799.29   | 411,799.29     |  | .....                         |
| Treasury.....                                    |                          | 83,212.18                          | 83,212.18                                 |                           | 83,212.18    | 83,212.18      |  | .....                         |
| War.....   |                          | 970,282.48                         | 970,282.48                                |                           | 971,167.77   | 971,167.77     |  | \$885.29                      |
| Navy.....  |                          | 435,856.13                         | 435,856.13                                |                           | 435,856.13   | 435,856.13     |  | .....                         |
| Interior.....                                    |                          | 531,297.29                         | 531,297.29                                |                           | 531,297.29   | 531,297.29     |  | .....                         |
| Patent Office.....                               |                          | 262,992.64                         | 262,992.64                                |                           | 262,992.64   | 262,992.64     |  | .....                         |
| Geological Survey.....                           |                          | 639,996.95                         | 639,996.95                                |                           | 639,996.95   | 639,996.95     |  | .....                         |
| Smithsonian Institution.....                     |                          | 76,010.08                          | 76,010.08                                 |                           | 76,010.08    | 76,010.08      |  | .....                         |
| Justice.....                                     |                          | 50,263.49                          | 50,263.49                                 |                           | 50,263.49    | 50,263.49      |  | .....                         |
| Post Office.....                                 |                          | 103,044.96                         | 103,044.96                                |                           | 103,044.96   | 103,044.96     |  | .....                         |
| Agriculture.....                                 |                          | 1,843,915.67                       | 1,843,915.67                              |                           | 1,846,507.87 | 1,846,507.87   |  | 2,592.20                      |
| Commerce.....                                    |                          | 677,715.91                         | 677,715.91                                |                           | 677,715.91   | 677,715.91     |  | .....                         |
| Libraries.....                                   |                          | 550,510.75                         | 550,510.75                                |                           | 550,510.75   | 550,510.75     |  | .....                         |
| Library of Congress.....                         |                          | 195,887.80                         | 195,887.80                                |                           | 195,887.80   | 195,887.80     |  | .....                         |
| White House.....                                 |                          | 209,596.45                         | 209,596.45                                |                           | 209,596.45   | 209,596.45     |  | .....                         |
| Pan American Union.....                          |                          | 2,990.86                           | 2,990.86                                  |                           | 2,990.86     | 2,990.86       |  | .....                         |
| Supreme Court, District of Columbia.....         |                          | 24,896.40                          | 24,896.40                                 |                           | 24,896.40    | 24,896.40      |  | .....                         |
| Supreme Court, United States.....                |                          | 1,646.59                           | 1,646.59                                  |                           | 1,646.59     | 1,646.59       |  | .....                         |
| Court of Claims.....                             |                          | 18,538.93                          | 18,538.93                                 |                           | 18,538.93    | 18,538.93      |  | .....                         |
| United States Court of Customs Appeals.....      |                          | 33,049.08                          | 33,049.08                                 |                           | 33,049.08    | 33,049.08      |  | .....                         |
| Interstate Commerce Commission.....              |                          | 289.66                             | 289.66                                    |                           | 289.66       | 289.66         |  | .....                         |
| Civil Service Commission.....                    |                          | 118,066.89                         | 118,066.89                                |                           | 118,066.89   | 118,066.89     |  | .....                         |
| Geographic Board.....                            |                          | 63,019.77                          | 63,019.77                                 |                           | 63,019.77    | 63,019.77      |  | .....                         |
| General Accounting Office.....                   |                          | 146.44                             | 146.44                                    |                           | 146.44       | 146.44         |  | .....                         |
| Alien Property Custodian.....                    |                          | 21,254.95                          | 21,254.95                                 |                           | 21,254.95    | 21,254.95      |  | .....                         |
| Bureau of the Budget.....                        |                          | 2,923.34                           | 2,923.34                                  |                           | 2,923.34     | 2,923.34       |  | .....                         |
| Commissioners, District of Columbia.....         |                          | 22,705.53                          | 22,705.53                                 |                           | 22,705.53    | 22,705.53      |  | .....                         |
| Employees' Compensation Commission.....          |                          | 6,522.83                           | 6,522.83                                  |                           | 6,522.83     | 6,522.83       |  | .....                         |
| Federal Reserve Board.....                       |                          | 5,442.59                           | 5,442.59                                  |                           | 5,442.59     | 5,442.59       |  | .....                         |
| Federal Board for Vocational Education.....      |                          | 46,556.37                          | 46,556.37                                 |                           | 46,556.37    | 46,556.37      |  | .....                         |
| Federal Trade Commission.....                    |                          | 11,623.37                          | 11,623.37                                 |                           | 11,623.37    | 11,623.37      |  | .....                         |
| National Advisory Committee for Aeronautics..... |                          | 24,079.00                          | 24,079.00                                 |                           | 24,079.00    | 24,079.00      |  | .....                         |
| Panama Canal.....                                |                          | 13,905.62                          | 13,905.62                                 |                           | 13,905.62    | 13,905.62      |  | .....                         |
| Railroad Administration.....                     |                          | 8,379.29                           | 8,379.29                                  |                           | 8,379.29     | 8,379.29       |  | .....                         |
| Railroad Labor Board.....                        |                          | 15,111.61                          | 15,111.61                                 |                           | 15,111.61    | 15,111.61      |  | .....                         |
|  |                          | 25,558.86                          | 25,558.86                                 |                           | 25,558.86    | 25,558.86      |  | .....                         |



|  |                 |                 |                 |                 |
|--|-----------------|-----------------|-----------------|-----------------|
| Shipping Board.....                                | 49, 158. 16     | 49, 158. 16     | 49, 158. 16     | 49, 158. 16     |
| Tariff Commission.....                             | 25, 441. 89     | 25, 441. 89     | 25, 441. 89     | 25, 441. 89     |
| Veterans' Bureau.....                              | 249, 602. 28    | 249, 602. 28    | 249, 602. 28    | 249, 602. 28    |
| War Finance Corporation.....                       | 3, 670. 36      | 3, 670. 36      | 3, 670. 36      | 3, 670. 36      |
| National Training School for Boys.....             | 275. 45         | 275. 45         | 275. 45         | 275. 45         |
| President's Conference on Unemployment.....        | 312. 96         | 312. 96         | 312. 96         | 312. 96         |
| MISCELLANEOUS.                                     |                 |                 |                 |                 |
| Arlington Memorial Bridge Commission.....          | 59. 81          | 59. 81          | 59. 81          | 59. 81          |
| Bureau of Efficiency.....                          | 1, 225. 41      | 1, 225. 41      | 1, 225. 41      | 1, 225. 41      |
| Inter American High Commission.....                | 843. 18         | 843. 18         | 843. 18         | 843. 18         |
| National Forest Reservation Commission.....        | 490. 28         | 490. 28         | 490. 28         | 490. 28         |
| District of Columbia Court of Appeals.....         | 1, 851. 85      | 1, 851. 85      | 1, 851. 85      | 1, 851. 85      |
| Federal Power Commission.....                      | 5, 755. 43      | 5, 755. 43      | 5, 755. 43      | 5, 755. 43      |
| International Boundary Commission.....             | 177. 06         | 177. 06         | 177. 06         | 177. 06         |
| International Joint Commission.....                | 542. 95         | 542. 95         | 542. 95         | 542. 95         |
| Rock Creek and Potomac Parkway Commission.....     | 4. 16           | 4. 16           | 4. 16           | 4. 16           |
| National Home for Disabled Volunteer Soldiers..... | 36. 00          | 36. 00          | 36. 00          | 36. 00          |
| Commission of Fine Arts.....                       | 548. 57         | 548. 57         | 548. 57         | 548. 57         |
| Interdepartmental Social Hygiene Board.....        | 1, 007. 27      | 1, 007. 27      | 1, 007. 27      | 1, 007. 27      |
| Colorado River Commission.....                     | 335. 24         | 335. 24         | 335. 24         | 335. 24         |
| Coal Commission.....                               | 9, 453. 82      | 9, 453. 82      | 9, 453. 82      | 9, 453. 82      |
| Federal Fuel Distributor.....                      | 823. 43         | 823. 43         | 823. 43         | 823. 43         |
| Eastern Dispensary and Casualty Hospital.....      | 8. 55           | 8. 55           | 8. 55           | 8. 55           |
| Columbia Institution for the Deaf.....             | 2. 11           | 2. 11           | 2. 11           | 2. 11           |
| Total.....   | 7, 936, 408. 35 | 9, 936, 408. 35 | 1, 794, 302. 78 | 7, 939, 885. 84 |
|  |                 |                 | 205, 697. 22    | 9, 734, 188. 62 |
|  |                 |                 |                 | 3, 477. 49      |

TABLE No. 7.—*Classified statement of printing and binding executed for Congress, the executive and judicial departments, and independent Government establishments, and total charges for principal items thereof during fiscal year ended June 30, 1923.*

| Kind or description of work.                               | Number of copies. | Number of type pages. | Publications bound. | Charge for composing-room work except author's alterations. | Charge for author's alterations. | Charge for electrotyping and stereotyping. | Charge for pressroom work. | Charge for bindery work. | Charge for illustrations or engravings. | Charge for paper. | Charge for rush and overtime work. | Charge for miscellaneous items. | Total charge. |
|--|-------------------|-----------------------|---------------------|---|----------------------------------|--|----------------------------|--------------------------|---|-------------------|------------------------------------|---------------------------------|---------------|
| Letterheads, noteheads, and envelopes.....                 | 149,468,673       | .....                 | .....               | \$12,344.36   | \$55.97                          | \$1,004.45                                 | \$55,753.39                | \$16,105.08              | \$45.78                                 | \$144,084.78      | \$65.37                            | \$330.38                        | \$229,789.56  |
| Embossed letterheads, noteheads, and envelopes.....        | 879,085           | .....                 | .....               | 41.46   | .....                            | 3.25                                       | 3,134.81                   | 108.06                   | 35.03                                   | 1,426.83          | 15.76                              | 40.28                           | 4,805.48      |
| Blanks, notices, schedules, cards, etc., and postal cards. | 2,633,024,375     | .....                 | .....               | 280,529.05  | 15,974.40                        | 24,193.20                                  | 361,965.96                 | 295,416.13               | 7,879.59                                | 1,001,360.60      | 24,835.91                          | 807,966.80                      | 2,820,121.64  |
| Blank books with patent backs, etc.....                    | 5,184             | .....                 | .....               | 6,714.75  | 128.46                           | 150.26                                     | 3,020.94                   | 46,140.69                | .....                                   | 11,780.24         | 26.52                              | 1.86                            | 67,963.72     |
| Blank books without patent backs.....                      | 1,965,854         | .....                 | .....               | 9,842.86  | 497.89                           | 1,991.40                                   | 47,468.57                  | 238,652.29               | 4.75                                    | 103,267.41        | 450.77                             | 260.58                          | 402,436.52    |
| Binding newspapers, documents, reports, etc.....           | 81,505            | .....                 | .....               | .....   | .....                            | .....                                      | .....                      | 239,101.59               | .....                                   | .....             | .....                              | .....                           | 239,101.59    |
| Loose-leaf and other patent binders, etc.....              | 3,513             | .....                 | .....               | .....   | .....                            | .....                                      | .....                      | .....                    | .....                                   | .....             | .....                              | 7,810.83                        | 7,810.83      |
| Publications smaller than octavo.....                      | 12,442,735        | 16,936                | 170,006             | 27,822.98   | 2,759.95                         | 4,745.70                                   | 14,243.93                  | 54,673.35                | 1,598.99                                | 33,076.19         | 1,375.25                           | .42                             | 140,296.81    |
| Octavo publications.....                                   | 63,619,220        | 681,448               | 886,817             | 899,433.21  | 91,139.33                        | 105,445.58                                 | 264,880.50                 | 651,272.75               | 51,120.17                               | 559,171.89        | 56,499.04                          | 7.62                            | 2,678,970.09  |
| Royal octavo publications.....                             | 2,738,557         | 88,493                | 48,426              | 148,691.80  | 13,767.40                        | 10,463.40                                  | 31,379.02                  | 56,792.47                | 23,893.14                               | 38,181.28         | 8,293.84                           | 12.00                           | 331,444.35    |
| Quarto publications.....                                   | 10,206,829        | 101,482               | 43,391              | 329,200.62  | 26,606.31                        | 22,954.75                                  | 59,678.36                  | 115,346.57               | 13,019.81                               | 108,130.35        | 9,524.68                           | 1.70                            | 684,463.15    |
| Miscellaneous publications.....                            | 9,435,701         | 614,994               | 173,102             | 15,522.95   | 1,249.66                         | 3,818.90                                   | 61,980.98                  | 157,779.65               | 6,404.89                                | 132,836.85        | 286.67                             | 13.44                           | 379,903.99    |
| General miscellaneous charges.                             | .....             | .....                 | .....               | 29,470.47   | 1,247.19                         | 19,717.02                                  | 12,218.39                  | 63,913.79                | 4,214.55                                | 81,845.64         | 488.08                             | 259,158.88                      | 472,274.01    |
| Congressional Record for year.....                         | .....             | 25,240                | 62,400              | 119,498.84  | 5,421.32                         | 35,077.03                                  | 57,424.00                  | 157,362.54               | 26.05                                   | 100,700.74        | 52,386.76                          | .....                           | 527,897.28    |
| Bills, resolutions, and amendments.....                    | .....             | 33,155                | .....               | 63,179.24   | 65.46                            | .....                                      | 25,740.90                  | 4,353.79                 | .....                                   | 4,783.98          | 23,335.21                          | .....                           | 121,458.58    |
| Specifications of patents, trade-marks, etc.....           | .....             | 131,461               | .....               | 394,911.09  | 5,424.96                         | 5.60                                       | 49,059.87                  | 2,720.66                 | .....                                   | 10,131.01         | .....                              | .....                           | 462,253.19    |
| Official Gazette, Patent office.                           | .....             | 13,278                | .....               | 92,104.16   | 228.89                           | 161.05                                     | 16,632.05                  | 14,666.37                | 12,714.75                               | 26,690.56         | .....                              | .....                           | 163,197.83    |
| Total.....   | 2,903,871,231     | 1,706,487             | 1,384,142           | 2,429,307.84  | 164,567.19                       | 229,731.59                                 | 1,064,591.72               | 2,114,405.78             | 120,927.50                              | 2,357,468.35      | 177,583.86                         | 1,075,604.79                    | 9,734,188.62  |



TABLE NO. 8.—*Inventory of quantity and cost of paper, envelopes, material, and machinery on hand June 30, 1923.*

| Description.                        | Reams. | Pounds.   | Cost.        |
|-------------------------------------|--------|-----------|--------------|
| Paper and envelopes:                |        |           |              |
| Printing.....                       |        | 1,958,159 | \$131,362.85 |
| Do.....                             | 27,039 |           | 109,288.56   |
| Coated book.....                    | 1,077  |           | 12,739.49    |
| U. S. M. O. writing.....            |        | 19,373    | 3,420.63     |
| Safety writing.....                 | 348    |           | 2,561.14     |
| Writing.....                        | 41,426 |           | 184,070.93   |
| Do.....                             |        | 216,167   | 16,722.73    |
| Map and bond.....                   | 14,960 |           | 65,538.52    |
| Ledger.....                         | 3,409  |           | 49,000.09    |
| Cover.....                          | 2,010  |           | 10,353.56    |
| Manila.....                         | 2,104  |           | 13,063.26    |
| Do.....                             |        | 222,451   | 11,896.08    |
| Manila board.....                   | 90     |           | 958.25       |
| Do.....                             |        | 19,579    | 1,644.93     |
| Cardboard.....                      | 110    |           | 2,075.85     |
| Bristol board.....                  | 804    |           | 14,703.04    |
| Do.....                             |        | 102,146   | 6,026.62     |
| Miscellaneous.....                  | 1,100  |           | 14,737.07    |
| Do.....                             |        | 7,672     | 602.51       |
| Binder's board.....                 |        | 503,432   | 19,221.49    |
| Envelopes.....                      |        |           | 20,776.38    |
| Total, paper and envelopes.....     |        |           | 690,760.98   |
| Material and supplies:              |        |           |              |
| Miscellaneous supplies.....         |        |           | 185,012.88   |
| Book cloth.....                     |        |           | 14,898.52    |
| Ink ingredients.....                |        |           | 6,229.65     |
| Leather.....                        |        |           | 13,049.87    |
| Ink (made in office).....           |        |           | 2,540.39     |
| Total material and supplies.....    |        |           | 221,731.31   |
| Machinery and equipment:            |        |           |              |
| Machinery.....                      |        |           | 2,886,569.40 |
| Equipment.....                      |        |           | 348,484.14   |
| Total, machinery and equipment..... |        |           | 3,235,053.54 |
| Grand total.....                    |        |           | 3,799,061.69 |

TABLE NO. 9.—*Publications, including annual reports and documents, printed upon requisition during fiscal years ended June 30, 1922 and 1923, for departments and Government establishments (Congress not included).*

| Department.                                       | 1922, copies.            | 1923, copies. |
|---|--------------------------|---------------|
| State.....  | 282, 015                 | 385, 688      |
| Treasury.....                                     | 5, 142, 859              | 10, 196, 731  |
| War.....  | 9, 026, 599              | 3, 964, 914   |
| Navy.....   | 2, 382, 155              | 1, 892, 335   |
| Interior.....                                     | 2, 854, 331              | 3, 881, 763   |
| Justice.....                                      | 21, 384                  | 19, 000       |
| Post Office.....                                  | 4, 076, 505              | 7, 296, 084   |
| Agriculture.....                                  | 32, 368, 694             | 33, 233, 836  |
| Commerce.....                                     | 3, 532, 769              | 3, 008, 974   |
| Labor.....  | 1, 243, 202              | 1, 931, 518   |
| Smithsonian Institution.....                      | 187, 902                 | 113, 854      |
| Library of Congress.....                          | 153, 360                 | 122, 410      |
| Executive Office.....                             | 38, 283                  | 53, 360       |
| Pan American Union.....                           | 195, 800                 | 230, 041      |
| Supreme Court, District of Columbia.....          |                          | 165           |
| Supreme Court, United States.....                 | 1, 100                   | 30, 309       |
| Court of Claims.....                              | 3, 240                   | 2, 726        |
| Bureau of Efficiency.....                         | 14, 032                  | 12, 861       |
| Federal Power Commission.....                     | 8, 545                   | 6, 978        |
| United States Court of Customs Appeals.....       | 100                      | 100           |
| Interstate Commerce Commission.....               | 1, 869, 232              | 2, 340, 577   |
| Civil Service Commission.....                     | 601, 607                 | 479, 563      |
| United States Geographic Board.....               | 2, 800                   | 5, 800        |
| General Accounting Office.....                    | 18, 883                  | 8, 761        |
| Public Printer.....                               | 1, 000                   |               |
| Alien Property Custodian.....                     | 3, 012                   | 10, 004       |
| Commissioners, District of Columbia.....          | 17, 397                  | 16, 667       |
| Employees' Compensation Commission.....           | 1, 042                   | 22, 017       |
| Veterans' Bureau.....                             | 315, 787                 | 3, 402, 412   |
| Federal Board for Vocational Education.....       | 143, 833                 | 95, 357       |
| Federal Reserve Board.....                        | 487, 168                 | 487, 404      |
| Federal Trade Commission.....                     | 159, 540                 | 131, 470      |
| National Advisory Commission for Aeronautics..... | 16, 663                  | 21, 304       |
| Panama Canal.....                                 | 3, 759                   | 2, 312        |
| Railroad Administration.....                      | 20, 650                  | 18, 927       |
| Shipping Board.....                               | 24, 345                  | 214, 671      |
| Tariff Commission.....                            | 36, 065                  | 37, 361       |
| Inter American High Commission.....               | 3, 900                   | 3, 301        |
| Railroad Labor Board.....                         | 79, 935                  | 27, 503       |
| Interdepartmental Social Hygiene Board.....       | 7, 801                   | 4, 000        |
| National Forest Reservation Commission.....       | 1, 000                   | 9, 000        |
| War Finance Corporation.....                      | 158, 000                 | 8, 462        |
| Commission of Fine Arts.....                      | 1, 703                   | 1, 500        |
| Court of Appeals, District of Columbia.....       | 1, 055                   | 960           |
| International Joint Commission.....               | 200                      | 2, 900        |
| Federal Fuel Distributor.....                     |                          | 15, 000       |
| United States Coal Commission.....                |                          | 16, 650       |
| Public Buildings Commission.....                  | 250                      |               |
| Lincoln Memorial Commission.....                  | 10, 012                  |               |
| Miscellaneous.....                                |                          | 7, 350        |
| Total.....  | <sup>1</sup> 65,519, 514 | 73, 774, 880  |

<sup>1</sup>Misprinted in 1922 annual report as 66,518,514.TABLE NO. 10.—*Condemned machinery, materials, etc., sold in fiscal year ended June 30, 1923.*

|                                       |               |
|---------------------------------------|---------------|
| Condemned machinery and material..... | \$12, 020. 69 |
| Sales of leather scraps.....          | 5. 12         |
| Sales of refuse wood.....             | 2, 018. 21    |
| Sales of waste paper.....             | \$1, 786. 51  |
| Sales of waste metal.....             | 5, 227. 34    |







